

Indian Famine Commission, 1898.

APPENDICES, VOL. III.

EVIDENCE OF WITNESSES

FROM THE

BOMBAY PRESIDENCY

TAKEN BEFORE THE

INDIAN FAMINE COMMISSION, 1898.



CALCUTTA :

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1898.

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INDIAN FAMINE COMMISSION, 1898.

MINUTES OF EVIDENCE TAKEN BEFORE THE COMMISSION

APPOINTED TO FORMULATE FOR FUTURE GUIDANCE THE LESSONS WHICH THE FAMINE
EXPERIENCE OF 1897 HAS TO TEACH.

At the Collector's House, Bijapur.

TWENTIETH DAY.

Wednesday, 23rd February 1898.

PRESENT :

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COL. J. RICHARDSON.

MR. T. W. HOLDERNESS, C.S.I.

MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

MR. H. J. MCINTOSH, *Secretary*.

MR. G. D. PANSE, Collector of Bijapur, called in and examined.

I put in a written statement of evidence and written answers to the Commission's questions.

Paragraph (a).—There have been about a dozen departures from the prescriptions of the Famine Code, but only a few of them were important.

(i) Instead of Sunday the market-day of the place where the workers were employed was allowed as a day of rest. This change was beneficial, inasmuch as it allowed the labourers to go and make the necessary purchases.

Section 85.
Government Resolution
No. 204-Fam., dated 20th
January 1897.

(ii) The Code lays down daily payment of wages to newcomers and bi-weekly to others. The workers, of course, choose frequent payments and find them convenient, but the Public Works establishment not being sufficient, it was not found possible to adhere strictly to the rule. Payment was, therefore, made once a week and sometimes even at longer intervals. As regards newcomers, daily payments were ordered, but this was not always practicable. There seems some doubt as to how long a man should be considered a newcomer, and variations occur, as the matter is left to the discretion of the officer in charge of the work. I am, therefore, of opinion that a fortnight should be the limit to which a man should be thought to be a newcomer.

(iii) In my letter No. 575-F., dated 10th December 1896, I laid before Government a detailed scheme for giving employment to weavers in their own craft. But the quantity of cloth that would be woven by such a number of weavers would, it was thought, be too large to be disposed of with profit, and Section 151 of the Code was amended by Government Resolution No. 242-Fam., dated 23rd January 1897, ordering that all weavers should be told to go on relief works, and those that were absolutely incapable of doing the necessary tasks were to be given semi-gratuitous relief. There was a large number of weavers really in need of relief here, but when told to go on the works they all refused, and preferred

to stay at home. They were frightened by the unaccustomed nature of the work and persisted in their refusal to go in spite of the hardships which they knew they would be exposed to. They, however, found help from the sowcars, who lent them money and kept them going. This saved the necessity of Government doing anything for them, though they got into debt; but I am not sure they will be equally lucky in case of another scarcity. The experience of this famine alone would not therefore, in my opinion, justify us in removing the existing provision in the Code for affording relief to this class of skilled artisans.

(iv) Section 107 was amended by jowari being substituted for flour and other items. This was a gain to Government, no doubt, inasmuch as it saved the cost of grinding, which in the case of each person comes to about a pie or a pie and-a-half, but it may have put the recipients to some inconvenience. I do not think, however, the amendment entailed any great hardship, because they could in all cases manage to get the corn ground by some of their acquaintances.

(v) Government, on my proposal, were pleased in their Resolution No. 167-Fam., dated 16th January 1897, to sanction a special allowance to women in confinement, of wheat, ghee and jag-gery and country medicine for the first three days. This concession saved a good deal of hardship; but considering that, according to the custom of natives, women require medicine and nourishing food for ten days, I would recommend the continuance of the allowance for ten instead of only three days, as recommended by the Sanitary Commissioner.

(vi) It was proposed by me that milk might be substituted in cases of young children who, owing to their tender age, cannot take ordinary food. Government sanctioned my proposal subject to the condition that there was no undue increase in cost. This concession, I think, may be extended also to adults who

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Panse.
23rd Feb.
1898.

Mr. G. D. Panse.
 23rd Feb. 1898.
 through old age or other causes are incapable of taking ordinary food. The Collector may be authorised, in such cases, to substitute any article of food for those sanctioned by the Code he thinks suitable, provided, of course, that no extra cost is incurred.

(vii) The Code prescribes only two meals in the day for non-working children, but in actual practice they have three meals a day, and on my proposal the number of meals was, in Government Resolution No. 1323-Fam., dated 15th June 1897, increased to three. This keeps the children in good condition, and should, I think, be continued on future occasions.

(viii) The Code lays down no rule with regard to the duration of rest in the 12 hours of work. In actual practice, however, about two hours were allowed; but on my representation Government were pleased to allow three hours' complete cessation, from 12 to 3 p.m. But the amount of task required of them not being reduced, the number of persons fined, which before the Resolution was below 7,000, went up at one time as high as 54,000. This is a point requiring consideration, and I would respectfully propose that some reduction of task might be made when the heat is unbearably hot.

(ix) The Famine Code allows Sunday wages to all workers. But Government Resolution No. 1329-Fam., dated 18th June last, lays down that only those who have put in attendance continuously for the previous 6 days. This alteration was made to prevent the possibility of men coming only to get the Sunday wage and leaving immediately afterwards. But I beg to submit that such cases were few, and it was somewhat hard, I should think, that for their sake honest workers without any intention of deceiving, who joined in the middle of the week, should have been deprived of the Sunday wage. I therefore propose that, except in the case of men known to be dishonest, the condition may not be enforced and newcomers may be paid the Sunday wage.

(x) While visiting schools in my tour I came across emaciated boys showing evident symptoms of semi-starvation and insufficient feeding. I then put myself in communication with the Deputy Educational Inspector, who concurred in my views of the necessity of relief to such ill-fed boys. The matter was reported to Government, and sanction was accorded in Government Resolution No. 1082-Fam., dated 22nd April 1897, to putting boys who were quite incapable of going on the works, on the dole register. The duty of distributing the dole was entrusted to the headmaster of each school, who was authorised to give cooked food whenever it was found practicable and necessary to do so. The Deputy Educational Inspector and his Assistants were required to travel and to see that the duty was properly discharged. Bills were submitted by masters and were paid by the Relief Mamlatdars after due audit. The following table gives all necessary particulars about dole to school children:—

| Months. | Total number of villages in the district. | Daily average attendance of School Children | Monthly total number of School Children relieved. | Expenditure | Daily average. |
|-----------------|---|---|---|--------------|----------------|
| | | | | R a. p. | |
| June . . . | 209 | 7,919 | 10,288 | 825 7 4 | 343 |
| July . . . | 209 | 8,162 | 25,120 | 2,523 7 1 | 810 |
| August . . . | 209 | 7,885 | 29,879 | 3,061 6 7 | 984 |
| September . . . | 208 | 7,904 | 32,527 | 3,270 9 2 | 1,085 |
| October . . . | 210 | 7,771 | 36,864 | 3,049 1 9 | 1,189 |
| TOTAL . . . | ... | ... | 134,676 | 12,729 15 11 | 898 |

This was a boon the value of which was, I believe, fully appreciated by the parents of boys. It prevented schools from suffering in attendance, and rendered help where it was really needed. The boys could not go on the works being of tender age and unaccustomed to labour, and there can be no doubt that their being put on the dole register was a step justified by considerations of humanity.

(xi) Section 90 of the Famine Code requires that a special Civil officer should be appointed to each work or a group of works. According to the Famine Relief Code, the special Civil officers must be persons endowed with summary powers which, as laid down in the Code of Criminal Procedure, cannot be conferred upon any but a Magistrate of the 1st class. Such officers cannot be found below the rank of Mamlatdars, whose pay ranges from Rs150 to Rs250 plus Rs40 as 1st class magisterial allowance.

I do not think that it would be either advantageous or necessary to undergo such a large expense in appointing 1st Class Magistrates with summary powers as special Civil officers. Further, it would be difficult to find so many persons competent to exercise these powers at a short notice.

I would therefore propose that, instead of appointing First Class Magistrates as special Civil officers, competent men, with or without magisterial powers, who can exercise a good supervision, may be chosen and their pay may be fixed at Rs70 to Rs100. Please *vide* paragraph 4 (e).

This my proposal was temporarily sanctioned by Government in Government Resolution No. 9341-Fam., dated 23rd November 1896, and it was found to work well.

2. Paragraph (b).—Saving of lives being the principal object of all famine operations, the best way of ascertaining the degree of success attending the measures of relief is to compare the rate of famine with ordinary mortality. I append a comparative table, from which it will be seen that the increase in mortality was in no month such as could not be accounted for by causes other than starvation. Cholera prevailed in an epidemic form from April to October 1897, and it is evidence, I think, of the effective measures taken to check it, that the number of deaths among people engaged on works was remarkably small. No deaths were reported as having been directly due to starvation, and if any such deaths had actually taken place, it is not probable that they could have remained unnoticed or unreported. I had issued stringent orders on the subject, and I have no reason to suppose that there was, on the part of subordinate Revenue officers, any attempt at concealment of such cases. In my tour I took special pains to ascertain the condition of the people and found no cause of complaint on the score of want or insufficiency of food.

With regard to economy I have to observe that, looking to the large number of people to be supported, the sum spent cannot, in my opinion, be considered extravagant. We spent in all about Rs28,26,193, but we maintained 27,142,828 lives, which gives the cost at anna one and pies eight per head. Taking the average price of jowari to be 18 lbs., it will be seen that the wage was not more than just sufficient to keep body and soul together. Besides, it must be remembered that the cost per head as given above includes all charges, such as establishment,* hutting, tools, etc. The amount that actually got into the pocket of the labourer was, therefore, smaller than is given above. The sum spent on establishment may appear large; but considering that Government agency is necessarily more

| | |
|---------------------------------|------------|
| * Establishment | R 1,01,445 |
| Tools and plant | 46,809 |
| Other miscellaneous expenditure | 2,27,575 |
| Total | 3,75,829 |

costly than private agency, the cost incurred in the recent famine in employing extra establishment for carrying on the operations cannot be considered excessive. The establishment so far from being too numerous was in many cases less than was required; for instance, more maistris and supervisors for gangs were wanted, but we could not get them all. I am, therefore, of opinion that to have maintained a smaller establishment, or cut down expenditure on other items, would have been false economy resulting in lax discipline leading to the performance of less task and entailing heavy expenditure eventually. Thus it will be seen we have succeeded in maintaining the maximum number of men at a minimum of cost. I do not mean to say that our organization was absolutely perfect; there may have occurred mistakes causing waste of money, but these must have been few and could not have been avoided by any amount of foresight.

3. Paragraphs (c and d).—I consider that the limit of age at which children are now admitted to works is too low. I propose that this be raised to 12. At present a large number of children find admission who do not work at all, or whose outturn of work is too insignificant. If all children below 12 were sent to kitchens, the cost of main-

taining these would be much reduced. If on the work they received one anna as wage, in kitchens they would receive rations, the money value of which would be half anna or a little more. I would also propose that a certain amount of elasticity may be given to the rule by investing officers with a discretionary power to admit children between 7 and 12 who are really able to do a fair day's work, relegating the weak ones to the kitchen. This would be a little hard upon adult workers, who now supplement their wages by those of their children, but it would prevent the lowering of the standard of task set to a gang, and would make the works still less attractive in some respects than they are, which is not altogether an undesirable reform.

(a) The system followed here, throughout the famine, was payment by the task of the gang. But this has the disadvantage of making those who work conscientiously suffer for the fault of their lazy fellow workers. I would, therefore, propose that wherever practicable payment by individual tasks should be given the preference. It is, I know, not an easy work to correctly estimate the amount of individual work in a gang consisting of 50 persons and more, and to single out defaulters, but with a little strengthening of the establishment and lessening of the number of workers in each gang, I think it should be possible to calculate each man's work with tolerable accuracy. If each worker were told to have before him a heap of metal broken by him, the maistri could easily go round with a measuring stick and find out where the quantity was less than that which was prescribed. After a few days' practice the mukadam would not find it necessary to use the measuring stick at all. His eye would get trained, and by merely looking at the heaps he would be able to detect short quantity. This would be practicable, however, only on works of road metal collecting, but not on earthwork. But the former is in many cases the only suitable form of relief, and in this district the proportion of earth-works was very small during the late famine.

(b) With regard to the classification of labourers, I think the present system might advantageously be improved upon by doing away with A and C classes altogether. There are very few men who are specially qualified to come under A, and the intention of famine relief being merely to give maintenance, it is not easy to understand why men should be allowed to earn more, especially when Government takes upon itself the responsibility of providing for their helpless dependants and children, and for purposes of practical utility there need be no more than two classes. I have

* Addressed to the Commissioner, S. D.

already submitted a report on this point in my No. F.—1707*, dated the 11th March, from which I

extract the following paragraph:—

"The next point in the matter of exaction of tasks is to see whether the remuneration and the work of the different classes are in proportion to each other. This brings us to the question of classification of labourers, and I agree with the remark made at the end of

† Accompanying Government Resolution No. 89-Fam., dated 9th January 1897.

Rule 34 † that 'it is most desirable to reduce the number of classification as much as possible.'

The classification of labourers in four classes is a very complex system, and in my opinion two classes only, B and D, should be retained. In this respect I would beg to point out that, as observed by the Commissioner, C. D., the wages of A class are not sufficiently high to encourage the labourers of that class to do the full task allotted to them. On our relief works we see many able-bodied men, and some of them 'professional labourers,' but the percentage of the latter is only 11, which, I think, clearly shows that the A class wages are not sufficiently high to attract good and willing workers. As a stronger proof of this I would beg to point out that the able-bodied mahars who have been working as labourers under the Public Works Department even before the famine set in, and who before this used to perform larger tasks, do not at present care to earn the A class wages, as in their calculation the extra wages allowed to that class are not commensurate with the extra exertions required. Hence it is that they prefer the lower class with somewhat smaller wages, but greater facilities for rest and ease.

"To this it may be objected that persons who have the will and strength to do more work than is allotted to the B class are left without the least encouragement to exert themselves. I would, however, point out that the North-Western Provinces system allows of addition to the wages, and, in my opinion, rewards are better calculated to encourage a man to do full work than the fixed wages of a higher class.

"As regards class C, I beg to state that it has still less claims than A to remain. People in the C class can with a

little exertion and experience do the work assigned to B unless they are too lazy or too weak, in which case they will fall under the D class."

Public Works Department officers may be given the discretionary power to pay A class wages and more to specially qualified men when their services are required, which will only be under especial circumstances, but it is not necessary to make more classes than two.

(c) As regards nursing women, I entirely agree with the view taken by Mr. Higham that they should be put in the lower class and allowed the higher class wages. Of course they should be exempted from all fines.

(d) Under my proposals, if accepted, there will remain only two classes, and idle workers should be placed under the 2nd class, and if they fail to put in the required amount of work, they should be fined; care, however, being taken to see that it does not bear unnecessarily hard upon them. If they, however, continue obstinate, they should be sent either to the poor-house or to the kitchen.

(e) I have already submitted my report to the Commissioner, S. D., on the point regarding the relations between the Public Works Department and Civil Department, from which for easy reference I extract the following, and I do not see much necessity for revising the regulations of the Famine Code:—

"The question of the Public Works Department officer's subordination to the Revenue Department in famine days is really an important one. I may be permitted to say that in the last famine of 1876, when the Public Works Department was independent of Civil Agency, the work done by it does not seem to have been quite satisfactory, as Government thought it fit to introduce a special section in the Famine Code placing it under the supervision of the Civil Agency. Such control as the latter agency has, under the Code, the power to exercise is, I believe, quite necessary, for without it I doubt very much whether it would have been possible to achieve the amount of success in the administration of famine operations that we have attained. I do not mean to say that the credit is solely due to the Revenue Department, but it may certainly lay claim to a large portion of it. It is true that the special Civil officers are low paid clerks and karkuns, and subordination to them is naturally resented by the Public Works Department. But all things considered, the special Civil officers have shown remarkable forbearance in their dealings with the Public Works Department, and their work on the whole has been eminently satisfactory. Such being the good results following from the salutary control exercised by the Revenue Department, I think it would be a most ill-advised policy to remove it and allow the Public Works Department a free hand in all matters. A double control of this sort is sometimes attended with inconveniences, but with harmonious co-operation it is certainly calculated to do a great amount of good. It checks the tendency to save money at the expense of the work people so often exhibited by the Public Works Department in their desire to show a minimum of expenditure for a maximum of work. In this and in various other ways the Civil Agency renders itself very useful, and its removal would be attended with serious consequences."

(f) With regard to the question whether Sunday wages should or should not be retained, I beg to state that they should be retained, as such abolition would affect prejudicially the health of workers, who in order to earn more money would consent to work without any rest. In this district the workers were allowed a holiday, not on Sunday, but on the market day, which varied with the different localities where the works were situated.

(g) The best method of making payments would be, in my opinion, to pay daily wages. The labourer, necessarily an illiterate man, would be able to know accurately what was due to him, which is not possible under the system of weekly payments, complicated as the latter is by fines for short work and calculations on the average prices of grain ruling throughout the week. Daily payment would enable the labourer to go away whenever he was so inclined, instead of being obliged to keep on waiting to receive his due wages. In my tour I found many instances of men thus waiting. This would diminish the number on works, and thus the system would be beneficial both to the labourers and to Government. The system of daily payments is found practicable in the North-Western Provinces and Bengal, and there is no reason why it should not be equally so here. It would be necessary to add to the strength of the establishment, but it would be more than compensated by the gain that would result. Mr. Higham seems to be of opinion that the work of disbursement of wages may be given to mohurrirs and mates, but this would open the door to numerous malpractices, as their standard of morality is not very high.

Mr. G. D.
Pause.

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Mr. G. D. Panse. The cashiers being more highly paid may be trusted more, and when the work is too heavy for them, as it is likely to be when wages are paid daily, the work may be entrusted to karkuns subject to the direct supervision of maistris.

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(h) I would propose a separate register, one for each month, for showing fines for each worker instead of entering them in the general muster roll. This would show whether a worker failed to do the necessary work through obstinacy or incapacity. Section 87 of the Famine Relief Code says that "fines may be inflicted for such work when the officer in charge is satisfied that the deficiency is due to wilfulness and not weakness, but he shall exercise patience and discretion and warn the relief worker before putting the penalty in force;" but this discretion is rarely used and wholesale fining is generally resorted to, which is not desirable, and such steps should be taken as would put a stop to such a practice.

(i) The best kinds of work for famine relief would, of course, be such as are evidently of public utility. Road metal collecting, as Mr. Higham remarks, is not only *not* very useful, but in some cases the metal collected is not likely to be required for years to come. Irrigation works protect extensive areas and employ a large number of people on earthwork which is not so irksome as stone-breaking. "The Neera canal," says Mr. Higham, "protects an area of 3,000 acres, and the district was free from distress during the late famine." Estimates and plans of such works should be kept ready for contingencies, and they should be started at the very beginning instead of when the distress is deepened. In the late famine I proposed that irrigation works should be given the preference at the commencement of famine operations. The proposals could not be sanctioned at the time, and the Sangogi and Hullur tank works having been commenced late had to be left unfinished when relief measures were stopped. Unfortunately such irrigation works cannot always be provided, and metal-breaking is the only suitable form of relief available. In Bijapur there is room for such works, as there are four big rivers, *viz.*, the Bhima, the Krishna, the Malprabha and the Ghatprabha, and a number of nalas, and the Public Works Department may be asked to have projects of irrigation in readiness against a future famine if we should unfortunately be put to the necessity of facing one.

(j) I quite agree with Mr. Higham in thinking that distance of relief works from the homes of labourers is a sure test of distress, and should invariably be enforced except in special circumstances or cases of peculiar hardship. People migrate to distant provinces in search of employment, and there is no reason why they should refuse to go a distance of 30 or 40 miles, particularly when every provision is made for their comfort during the transit. When in this district men were drafted to distant works the number fell off, as they refused to leave the vicinity of their homes. But I do not believe that their refusal was due so much to their fondness for their homes as to the fact that they could get some sort of employment without moving so far afield. I heard of no cases of labourers preferring to lie down to die in their own villages rather than go to the works at a distance. I must, however, observe here that hutting arrangements were generally not sufficient, and this was one of the reasons for the refusal of men to go. Whenever men are drafted to a distance, provision, I think, should previously be made for housing them and providing them with other comforts.

(k) To prevent weavers falling in debt, which afterwards becomes impossible for them to repay, it appears desirable that some provision be made for exacting work from them in their own profession, thus facilitating the application of section 151 of the Famine Code.

(l) In my letter No. F-321, dated 30th November 1896, I recommended that the shetsandis be given a cash allowance of Rs2 each instead of dole, but my proposal not having

met with approval, they were all put upon dole. I respectfully beg to point out that the granting of cash allowances would have materially reduced the cost. According to rules each sheshandi received daily a dole of 28 ozs., including other items, and taking the average price of jowari to be 18lbs. a rupee, the cost of feeding a shetsandi comes to Rs2-14-8 per month. I would, therefore, beg to suggest that, in future, cash allowances may be substituted for dole, as thereby Government would save its money and at the same time the shetsandis would be preserved from feeling a sense of degradation in being placed on a level with common beggars. Government were pleased, on my representation, to sanction the grant of cash in exceptional cases, but I think it would be very advisable and would conduce to economy to adopt it generally in future famines.

(m) No provision has been made in the Famine Code for the relief of school children; some such provision will, in my opinion, prevent the cause of education from suffering. But if these children are not relieved in schools they will have to be relieved on works or by gratuitous relief in villages. On works they can do very little work, and will only increase the numbers and add to the cost; and if they are relieved by village doles it makes very little difference whether the dole is given through the headmaster or through the panch.

(n) Villages may be formed into groups and cooked rations may be substituted for dry ones wherever practicable from the beginning. This grouping will lessen the expenditure necessary for maintaining kitchens in all the villages of the taluka, and will at the same time serve as a test of necessity of relief. Where it is found impossible to move the residents of one village to another, gratuitous relief in form of dole may be given to such people and their number will not, in my opinion, be large.

(p) The Public Works Department knows what numbers are likely to come on relief works in times of scarcity, and before these works are actually started they should have hutting materials and tools ready for the maximum number that may be expected to come. This would, of course, mean a large outlay in the beginning, but it would effect a real saving in the long run. In the late famine, insufficiency of tools and hutting materials rendered it impossible to exact tasks in strict accordance with rules, and compulsory residence could not be strictly enforced. In some cases the Public Works Department was so unprepared that hutting materials in large quantities arrived long after relief works were stopped. Labourers were put to inconvenience by hutting material not always keeping pace with the increase in numbers. I would, therefore, propose, and I am supported by the Executive Engineer, that 50 per cent. of the material should be held in reserve so as to provide for all demands.

(q) The establishment was insufficient at the beginning, but additions were made as necessity arose. The Executive Engineer is of opinion that the establishment throughout was insufficient to cope with the demands made upon it, and I think his suggestion as to laying down some fixed scale of establishment of all kinds in the appendix of the Famine Code deserves consideration and may be adopted.

(r) Whenever any large relief work is opened, a kitchen should, I believe, be established forthwith for non-working children, irrespective of the proportion they bear to the number of workers. This would save Government money and at the same time would not entail any hardship. In the last famine, kitchens were opened only when the number of children exceeded 10 per cent. of the adult workers.

4. These are all the suggestions I have to make. The Famine Code, as it now stands, provides for all sorts of contingencies, and so long as money is forthcoming and officers are found to carry out the provisions with conscientious zeal and intelligence, there need be no fear of any loss of life.

Statement showing monthly deaths from November 1896 to October 1897 for the affected area, Taluka by Taluka, and comparison of these with the deaths of the normal years.

Mr. G. D. Panse.

23rd Feb. 1898.

| Talukas. | NUMBER OF DEATHS. | | | | | | | | | | | | REMARKS. |
|----------------------|-------------------|-------------------------------------|----------------|-------------------------------------|---------------|-------------------------------------|----------------|-------------------------------------|-------------|-------------------------------------|-------------|-------------------------------------|----------|
| | November 1896. | Corresponding month in normal year. | December 1896. | Corresponding month in normal year. | January 1897. | Corresponding month in normal year. | February 1897. | Corresponding month in normal year. | March 1897. | Corresponding month in normal year. | April 1897. | Corresponding month in normal year. | |
| Hungund | 178 | 167 | 240 | 161 | 253 | 138 | 262 | 143 | 345 | 193 | 374 | 235 | |
| Muddebihal | 123 | 137 | 145 | 130 | 137 | 119 | 114 | 113 | 168 | 146 | 236 | 165 | |
| Sindgi | 190 | 219 | 167 | 187 | 193 | 145 | 163 | 128 | 262 | 162 | 240 | 170 | |
| Bagewadi | 162 | 199 | 166 | 181 | 203 | 156 | 181 | 137 | 240 | 153 | 322 | 199 | |
| Bijapur | 186 | 215 | 213 | 185 | 210 | 167 | 196 | 144 | 225 | 155 | 275 | 194 | |
| Bagalkot | 246 | 209 | 263 | 226 | 231 | 198 | 213 | 182 | 262 | 226 | 505 | 301 | |
| Badami | 187 | 196 | 198 | 213 | 240 | 192 | 206 | 186 | 292 | 245 | 404 | 264 | |
| Indi | 193 | 206 | 163 | 230 | 185 | 155 | 222 | 133 | 232 | 152 | 219 | 197 | |
| TOTAL | 1,435 | 1,549 | 1,560 | 1,513 | 1,646 | 1,269 | 1,649 | 1,168 | 2,047 | 1,424 | 2,584 | 1,715 | |

| Talukas. | NUMBER OF DEATHS. | | | | | | | | | | | | REMARKS. |
|----------------------|-------------------|-------------------------------------|------------|-------------------------------------|------------|-------------------------------------|--------------|-------------------------------------|-----------------|-------------------------------------|---------------|-------------------------------------|----------|
| | May 1897. | Corresponding month in normal year. | June 1897. | Corresponding month in normal year. | July 1897. | Corresponding month in normal year. | August 1897. | Corresponding month in normal year. | September 1897. | Corresponding month in normal year. | October 1897. | Corresponding month in normal year. | |
| Hungund | 614 | 246 | 628 | 223 | 693 | 267 | 502 | 229 | 356 | 196 | 370 | 194 | |
| Muddebihal | 1,021 | 196 | 479 | 200 | 596 | 227 | 609 | 245 | 530 | 186 | 506 | 161 | |
| Sindgi | 602 | 259 | 262 | 267 | 406 | 281 | 556 | 299 | 412 | 275 | 428 | 254 | |
| Bagewadi | 1,506 | 235 | 572 | 279 | 592 | 280 | 646 | 315 | 647 | 253 | 510 | 219 | |
| Bijapur | 574 | 226 | 457 | 260 | 464 | 290 | 396 | 312 | 424 | 256 | 377 | 239 | |
| Bagalkot | 586 | 310 | 505 | 295 | 549 | 305 | 616 | 277 | 455 | 254 | 422 | 252 | |
| Badami | 463 | 256 | 326 | 279 | 394 | 273 | 324 | 223 | 296 | 193 | 264 | 189 | |
| Indi | 249 | 271 | 265 | 290 | 596 | 312 | 542 | 290 | 474 | 264 | 498 | 262 | |
| TOTAL | 5,515 | 1,990 | 3,642 | 2,092 | 4,184 | 2,244 | 4,200 | 2,190 | 3,602 | 1,882 | 3,396 | 1,760 | |

Written answers to questions.

2. Both.

*1. The whole area of the district, viz., acres 3,601,622
† According to the census of 1891. gunthas 81½, with a population† of 796,339 was affected.

3 (a). The average rainfall of the district is 22 to 26 inches, while in the year of the famine it did not in any taluka exceed half that amount, vide statement marked A, also extract paragraphs 8 to 12.

Comparative Statement showing Talukwar Rainfall during 1876, 1891 and 1896.

| Talukas. | Years. | January to April. | May. | June. | July. | August. | September. | October. | November. | December. | TOTAL. |
|----------------------|--------|-------------------|------|-------|-------|---------|------------|----------|-----------|-----------|--------|
| Bijapur | 1876 | 1.90 | ... | 2.13 | .50 | .25 | .74 | ... | ... | ... | 5.61 |
| | 1891 | 2.86 | .64 | 2.38 | .70 | 2.81 | 2.21 | 1.76 | .34 | ... | 13.70 |
| | 1896 | .53 | 1.89 | 2.08 | 1.95 | 1.40 | 1.13 | .11 | 1.60 | .34 | 11.08 |
| Indi | 1876 | .14 | ... | 1.76 | .26 | 1.54 | .42 | .16 | ... | ... | 4.28 |
| | 1891 | 1.13 | .52 | 1.66 | 1.11 | 2.76 | 3.62 | 2.32 | ... | ... | 13.32 |
| | 1896 | .53 | 3.46 | 1.32 | 2.91 | 2.66 | 1.28 | .08 | 1.14 | ... | 18.33 |
| Sindgi | 1876 | ... | ... | ... | ... | ... | 1.52 | .10 | ... | ... | 1.62 |
| | 1891 | 2.13 | 1.46 | 8.51 | 1.96 | 8.44 | 3.51 | 2.42 | .25 | ... | 18.68 |
| | 1896 | .19 | .82 | .72 | 2.16 | 2.23 | 1.60 | ... | 1.96 | .37 | 10.10 |
| Bagawadi | 1876 | ... | ... | ... | ... | ... | 1.51 | .57 | ... | ... | 2.08 |
| | 1891 | 2.10 | 1.18 | 2.28 | 1.17 | 3.35 | 4.84 | 2.75 | .40 | ... | 18.07 |
| | 1896 | .86 | .99 | 1.29 | 1.64 | 1.42 | 3.71 | .02 | 1.56 | .09 | 11.58 |
| Muddebihal | 1876 | ... | ... | ... | ... | ... | .10 | ... | ... | ... | .10 |
| | 1891 | 1.78 | 2.03 | 2.78 | 1.26 | 5.46 | 3.46 | 1.94 | ... | ... | 18.76 |
| | 1896 | .87 | .92 | 3.35 | 2.27 | 1.39 | 2.29 | .03 | 1.22 | .48 | 13.42 |
| Bagalkot | 1876 | ... | ... | ... | ... | ... | 1.95 | .82 | ... | ... | 2.27 |
| | 1891 | .66 | 1.91 | 3.31 | 1.13 | 2.97 | 1.48 | 2.49 | .03 | ... | 13.98 |
| | 1896 | .51 | .68 | 1.24 | 1.35 | 1.56 | 1.43 | .10 | 2.32 | ... | 8.24 |
| Badami | 1876 | ... | ... | ... | ... | ... | 1.01 | .02 | ... | ... | 1.03 |
| | 1891 | 1.76 | 2.37 | 2.14 | 1.78 | 1.92 | 1.70 | 4.73 | .70 | ... | 17.10 |
| | 1896 | .87 | 2.37 | 4.15 | 1.64 | 1.29 | .57 | .95 | 2.81 | ... | 10.65 |
| Hungund | 1876 | 1.18 | ... | 2.60 | 1.87 | 1.16 | 1.86 | .10 | ... | ... | 8.75 |
| | 1891 | 2.27 | 1.63 | 1.92 | 1.2 | 2.27 | 3.91 | 3 | .14 | ... | 16.23 |
| | 1896 | .37 | 1.96 | .98 | 1.93 | 1.93 | .91 | .13 | .25 | ... | 8.40 |

*The numbers refer to the questions drawn up by the Commission.

Mr. G. D.
Panes.

23rd Feb.
1898.

Question 3 (a).

Extract, paragraphs 8 to 12, from the Bijapur Collector's Famine Historical Report for 1896-97.

8. The rainfall, says the Gazetteer, is extremely irregular and varying both in amount and in distribution. In the three northern talukas of Indi, Sindgi and Bijapur the average rainfall is 28 inches. The deep rich plains on the banks of the Krishna suffer from want of rain. South of the Krishna the valley of Ghatprabha enjoys a better rainfall. In Hungund the rainfall is even and certain, and a failure of crops from want of moisture is rare.

"The year's supply of water", says the same authority, "is drawn partly from the south-west and partly from north-east monsoon. The south-west rain generally begins in the first-half of June, but the fall is heavier in August, and there is a further increase in September and October when the north-east monsoon sets in. The supply from the north-east monsoon is variable and in some years it fails, and in others it furnishes an important addition to the south-west rainfall.

"The average yearly rainfall is 20 inches, but it is difficult to fix limits within which it may vary without doing serious injury to the crops. A heavy fall of a few hours may swell the return, but be of little use compared with a gentle continuous fall of smaller quantity. In 1876, though the rainfall in June (6.83) was higher than any recorded in the ten previous years, the want of rain in August, September and October caused an almost complete failure of crops. The local opinion is that rain may almost entirely fail in June and on to the middle of July without causing any serious injury, provided it falls seasonably in August and September. The rainfall up to the middle of August affects the sowing of kharif crops. After the middle of August it is the late crops which are affected. If the later rain fails, the crops cannot either be sown, or if sown they are burnt. During 1876 the falls of rain were so untimely that they were of no benefit either to the early or to the late crops, and the result was famine."

9. The above extract gives an idea of the general climatic peculiarities of the district, and I shall now exhibit in some detail the circumstances that led to the famine forming the subject of the report.

10. The drought of 1896, though unwelcome, was not quite an unexpected visitation. Long before its actual appearance meteorological observations had disclosed the fact that the atmospheric conditions prevailing were nearly the same as those of 1876, and grave fears began to be entertained in high quarters, though the mass of people remained in blissful ignorance of the fate in store for them. The forebodings thus entertained were but too truly realised by the course events took subsequently.

11. I give below a table showing month by month the rainfall during 1896, and for purposes of comparison those of 1876 and 1891 also, those being the two years of scarcity immediately preceding the one through which we have just passed.

12. From January to April 1896 the quantity recorded was too small, in no case amounting fully to an inch. In May the rainfall varied from 3.46 in Indi to .68 in Bagalkot, giving an average for the district of 1.64. In June the maximum recorded was 4.15 at Badami and the minimum was .72 at Sindgi, with an average of 1.88. This average for June was below the normal, which is 3.83. Yet 149,170 acres of land were sown with early crops. The rainfall of July with a maximum of 2.91 at Indi and a minimum of 1.35 at Bagalkot gave an average of 1.98 against the normal rainfall of 1.97 inches in that month, and the seedlings were benefited by it and showed good signs. But in August the average of 1.74 was much below the normal, 3.93, and the early crops which mainly depend on these rains began to wither. In September the maximum was 3.71 at Bagewadi and minimum of .57 in Badami, giving an average for the district of 1.62. This was much below the average of ordinary years, which is 4.68, and the rabi sowing operations were much retarded. It is true Bagewadi enjoyed a fall of 3.71, but the almost total failure of rain in October, when it was there only .02, blighted all prospects. In October the maximum was .95 in Badami and the minimum .02 in Bagewadi, a state of circumstances which dealt a death blow to all hopes of getting any harvest. It was now that people lost all heart and the anxiety deepened into alarm. I submitted a report on the 13th of November 1896 describing the state of things as it then existed, and I extract the following paragraph from it for easy reference:—

"Excepting a few scanty local showers there has been an absence of rain throughout the district; and kharif crops

which were sown in places here and there have been totally destroyed. On banks of rivers and in low-lying lands, which form but a very small fraction of the whole cultivable area, kharif crops have managed to keep alive, but they are doomed to wither soon for want of rain. This district depends mainly on the rabi crops, and these have shared the fate of the early crops. In certain places advantage was taken of the moisture afforded by the scanty showers and seeds were sown. The plants have nowhere grown to more than a foot and-a-half in height, and as there are no signs of rain they will have to be rooted out or allowed to wither away where they stand. The cause of famine is failure and unseasonableness of rainfall. The accompanying table will show the rainfall from January to November, and it will be seen from it that the rainfall was scanty and unseasonable. You are already aware that the south-west monsoon in this district sets in in June and the north-west in September or October. The rainfall in August regulates the area of the kharif crops. Later rains are very useful for rabi. This year there being no rainfall worth the name in August, September and October, no yield can be expected from either of the crops. The area protected by tanks and wells is very small as compared with the total cultivable area, and as remarked in the Statistical Atlas 'in a year of failure of rainfall this area becomes almost obliterated and may be neglected.' The rainy season ends in November, but looking to the present signs I do not think that there is hope of further rain; but supposing that rain does come it will be of very little use for cultivation purposes. In olden times when there were no facilities of communication and export, cultivators, it is said, used to sow jowari in large quantities and very little land was given to growing the other food-grains, such as wheat, gram, etc. The area under cotton was also small. But with the opening of the railway and the greater facilities afforded for communication and export the ryots, with a desire to make money, devote a larger area than before to such crops the yield of which is exported. The consequence of this is that they have very small stocks of jowari in reserve to fall back upon in times of scarcity like the present, when the year's harvest happens to fail. The Mamlatdars with no exception all report that the distress is very great in their respective talukas. I myself travelled through Indi, Sindgi, Bijapur and Bagewadi talukas, and from what I personally saw I am convinced that the scarcity is real and that it will soon deepen into a dire famine. I went personally to the houses of the poor cultivators, and found that they had no stock of grain but depended solely upon what they could buy in the market, paying abnormally high prices and often beyond their means.

"My belief that there is a great distress is strengthened by the condition of the agriculturists. The prices of food-grains have risen enormously high and the people find it difficult to procure grain for their maintenance. This is a purely agricultural district and the people entirely depend on agriculture. The population of the district according to the last census is 796,839. Out of this nearly 76 per cent. are agriculturists and 24 are engaged in crafts and industries. The latter, however, are greatly dependent on agricultural prosperity, and if agriculture fails both equally suffer the distress. I have seen that the labourers in ordinary times were in some cases unwilling to work even on annas 3 per day: but they now are willing to accept wages even below the famine rates. Had there been a good harvest they would never have consented to accept such low wages. The condition of the agricultural live-stock has become extremely pitiable. Fodder is so scarce that a bundle of kadbi which cost annas 4 formerly is now sold for R3 and more. The consequence of this is that cattle are brought to the market for sale in large numbers on every market-day. The animals are offered for ridiculously low prices, and instances are not uncommon of a cow being sold for annas 4 or 8. Even at these nominal prices the animals find few buyers except butchers and mahars who eagerly buy them up not for the sake of meat but for their hides, each of which fetches from R1½ to R3. From personal inquiries made at Bijapur, Sindgi, Almél and other places I find that hundreds of animals are slaughtered in this way, and the butchers, finding no use for the flesh, merely take away the skin and leave the carcasses as food for ravens and beasts of prey or to rot where they lie. In some places I found the stench proceeding from the places where the animals were slaughtered so intolerable that I had to issue orders for the removal of the nuisance and prevention of its recurrence. The animals that I saw still alive are little better than mere skeletons, and if no means are taken to preserve them will either have to fall under the butcher's knife or to die of starvation. In many of the villages no fodder can be had either for love or for money. My own horses had to remain without any fodder while I was at Zalki. If the Collector of a

district, with all the official prestige and influence to back him, fares in this way, it may be easily imagined what the condition of poor people must be. In my tour through Indi and Sindgi and portions of Bijapur and Bagewadi I saw but two stacks of kadbi, and on inquiry into the cause of it I learnt that people had removed their stacks from open places for fear of incendiaries and thieves and sold all their stock, retaining for their own use only a small quantity which they could keep in their houses in a secure place. This stock too is coming to an end, and those who can afford it are sending their cattle to Dharwar, Belgaum and other districts where they can get fodder. But the poor cultivators—and their number is large—who cannot afford this expense are obliged to sit down in sheer despair and look helplessly on, while the cattle they have hitherto tended like their own children are dying by inches before their eyes. If the destruction of cattle goes on at the present rate, there will remain, I fear, very few bullocks available for purposes of field work when rain comes next year and the sowing season commences. Government has been kind enough to allow free grazing in Government forests, but there is very little pasture ground where grass has grown and the concession benefits very few."

3. (b) The prices of food-grains were much higher than in ordinary years, but were better than those in 1876-77.

4. There was nothing noticeable or particular about the condition of the people. The season of 1891-92, though not as unfavourable as 1896-97, was bad enough for the people and relief works were found necessary. Seasons after 1891-92, though not quite unfavourable, did not bring in bumper crops. However, they were good enough to allow the people to live in plenty and in cheer. But the bad season of 1896-97 came in too close a proximity to 1891-92.

5. Taking into consideration the average standard of living, the people may be said to enjoy a fair share of material well-being. The lower castes, however, are, as a general rule, not in a satisfactory condition. Their proportion, however, is not very large. The percentage of lower castes to the total population is 29.

6. The area irrigable even in ordinary years being very small, the agriculture mainly depends on timely and sufficient rain. As observed by Mr. Muir-Mackenzie,* this area becomes much smaller than usual in droughts and may almost be left out of consideration.

7. Except the richer landholders, sowkars, merchants, pleaders and higher Government employes and agents and servants of mercantile companies, there are very few who have money reserves. Big landholders and grain merchants often have in reserve a fair stock of grain, but labourers, small landholders, artisans and classes likely to come on relief in times of scarcity have very little stock either of grain or money in reserve, and their number is large.

8. A statement is hereto attached showing the number of labourers on large and small relief works in 1876-77 and 1896-97. From this it will be seen that the numbers in 1896 were in some months larger than those in 1876-77, but the prices were easier in the famine of 1896-97 than in 1876-77. The scarcity of 1891-92 affords no comparison as the extent and severity of distress were comparatively very small.

| MONTHS. | 1896-97. | | | 1876-77. | | |
|----------------|--|----------------|--|---|--|--|
| | Monthly total No. of workers relieved on P. W. D. and C. A. works. | Daily average. | Percentage of workers to the total population. | Daily average of labourers on P. W. D. and C. A. works. | Percentage of workers to the total population. | |
| November 1896. | { 26,998 14,296 } | 6,062 | 75 | 3,420 | 41 | |
| December " | { 751,793 101,037 } | 24,251 | 3.04 | 16,608 | 2.08 | |
| January 1897. | { 1,342,701 250,245 } | 43,313 | 5.48 | 45,113 | 5.58 | |

| MONTHS. | 1896-97. | | | 1876-77. | | |
|----------------|--|----------------|--|---|--|--|
| | Monthly total No. of workers relieved on P. W. D. and C. A. works. | Daily average. | Percentage of workers to the total population. | Daily average of labourers on P. W. D. and C. A. works. | Percentage of workers to the total population. | |
| February 1897. | { 1,438,625 221,087 } | 51,201 | 6.42 | 34,738 | 4.50 | |
| March " | { 1,515,498 171,381 } | 48,837 | 6.13 | 28,615 | 3.51 | |
| April " | { 1,339,148 197,723 } | 44,638 | 5.60 | 43,355 | 5.31 | |
| May " | { 1,253,857 235,225 } | 40,447 | 5.07 | 72,401 | 8.87 | |
| June " | { 1,260,471 278,917 } | 42,015 | 5.27 | 78,976 | 9.55 | |
| July " | { 2,150,645 357,449 } | 60,875 | 8.71 | 84,731 | 10.33 | |
| August " | { 2,745,283 463,341 } | 88,556 | 11.1 | 119,747 | 16.55 | |
| September " | { 2,391,822 393,696 } | 79,727 | 10 | 52,519 | 6.43 | |
| October " | { 401,844 64,267 } | 12,963 | 1.6 | 10,123 | 1.24 | |
| TOTAL | { 16,683,630 2,749,391 } | ... | ... | ... | ... | |

9. The rains being untimely and insufficient both for early and late crops, the outturn of the crops was so insignificant that it might be safely neglected, and hence there was no possibility of over or under estimation. Neither was there any appreciable mistake in measuring the extent of the resources of the people nor the degree of distress. The numbers on relief works fluctuated, and whenever on any work the numbers went down sufficiently low to allow of its being closed, prompt measures were taken to stop the work. Similar care was taken to see that there should be no abuse in granting gratuitous relief.

10. The estimate of the Famine Commission of 1879 is correct to a great extent, though in the month of August the percentage rose to 18 on the last day. The percentage is likely to be slightly higher in the talukas of Muddebihal, Sindgi and Indi, but the standard fixed by the Commission is a fairly correct estimate as applied to the whole affected area.

11. There was no great departure from the standard. The high percentage (18) reached on the last day of August was maintained only for a few days, and then there was a rapid decline.

12. The moderate distance test introduced at the later stage of the famine, compulsory residence in camps, distribution of cooked food to children instead of cash allowances, and a rigorous exaction of task—and fines in case of contumacious failure—are, in my opinion, sufficient to drive away men who have means of subsistence, from relief works. Cases may have occurred here and there where a man in a tolerably good condition resorted to relief works. But such instances cannot have been frequent or many. Besides, the relief works are of a nature that cannot attract any large number of people who are not really in need of relief. Hence my belief is that no man who was not in need of relief could have come to our relief works. As regards gratuitous relief in villages, special care was taken by the Mamlatdars and others to see that the boon of gratuitous relief was not too liberally bestowed, and the fluctuations in the number in receipt of this form of relief clearly show that great care was exercised in distributing it.

Mr. G. D.
Ponsee.

23rd Feb.
1898.

Mr. G. D. Pense. 13. Bearing in mind that the object of famine measures is to save life and prevent great suffering, I do not think that there was any person who deserved relief and did not get it.

23rd Feb. 1898. 14. The relief arrangements were not insufficient or ill adapted.

15. Though the mortality was larger than in normal years, no death has been attributed to starvation, and hence greater extension of relief was unnecessary. The fact that there have been no deaths from starvation and the fact that crime did not increase in the famine year show, I believe, that relief measures were taken up in time.

16. Kitchens were opened on almost all the works in the month of May, and their opening was always followed by a reduction in the number of dependents and non-working children in receipt of relief. This reduction is explained by the unpopularity of kitchens, for it was found that after the opening of kitchens, labourers purchased "ragi" instead of jowari, $1\frac{1}{2}$ times dearer than "ragi," so that they might support themselves with families on the wages they earned. The unpopularity of the kitchens was due to the disinclination of the people to receive cooked food.

In certain villages where the number on the dole register appeared to be too large, dry rations were discontinued and branch poor-houses with cooked rations were opened. This substitution effected a certain reduction in the number in receipt of relief. When cooked rations are to be given a certain establishment becomes necessary, and it would not, I believe, be economical to substitute cooked rations for dry ones in all cases, for in many villages the recipients are few in number not warranting the employment of the necessary establishment. Groups of villages, therefore, with central places for distribution of cooked food may be substituted.

17. No.

18. I think all the requirements were met by the imposition of a moderate distance test, task-work and compulsory residence. These were sufficiently stringent to drive away well-to-do men, without at the same time being too strict to exclude those who really deserved relief.

19. Yes.

20. Yes. All women and children above seven were set tasks suited to their powers.

21. The average daily number of persons relieved gratuitously by all sorts of gratuitous relief was 22,026, bearing a percentage of 2.7 to the total population. The average daily number of labourers was 55,514, bearing a proportion of 6.9 to the total population. The percentage of persons gratuitously relieved to workers is 39. I think the percentage is reasonable.

Note.—The number 22,026 includes persons relieved under sections 57, 60 and 150, non-working children in kitchens and non-working children and dependants relieved by cash payment by Public Works Department and Civil Agency and in poor-houses.

22. The tasks being fixed after mature consideration and as the outcome of actual experience are, in my opinion, suited to the different classes into which labourers are divided. When it is borne in mind that the relief workers are not accustomed to the sort of work which they have to do on relief works the task, in my opinion, cannot well be higher without the labourers being fined excessively for short work.

The wage earned by a family in famine days was not, in my opinion, more than a mere subsistence wage, vide paragraph 184A of the Collector's Famine Report, 1896-97.

Accompaniment to the Answer to Question No. 23.

PARAGRAPH 184A.

In summarising the history of the famine, the Executive Engineer has given a diagram, a tracing of which I beg to produce.* In this the principal curve gives the daily average numbers of workers employed for each week; the dotted curve shows the numbers in receipt of gratuitous relief, and the third curve shows the amount of wages obtainable by an average family of workers which is considered by him to consist of one man and one woman of class B, one child between 12 and 18 classed as C adult, one working child between the ages of 12 and 7, one child below seven, and half a dependant, i. e., of $5\frac{1}{2}$ persons, four persons workers and $1\frac{1}{2}$ non-workers. By a reference to the census

figures of 1891, however, it will be seen that the distribution of the population is as under according to their ages:—

| | Males. | Females. | Total. | Percentage. |
|------------------------------|---------|----------|---------|-------------|
| Children up to 9 years | 121,037 | 121,038 | 242,075 | 30.40 |
| Boys from 10 to 19 | 60,853 | 54,438 | 115,271 | 14.48 |
| Adults from 20 to 60 | 200,953 | 199,989 | 400,942 | 50.34 |
| Sixty and upwards dependents | 15,261 | 22,770 | 38,031 | 4.78 |
| TOTAL | ... | ... | ... | 100 |

From this it would be seen that it is only proper to consider an average family to consist of one man (B), one woman (C), $1\frac{1}{2}$ non-working child, $\frac{1}{2}$ working child, $\frac{1}{2}$ of a dependant, i. e., the average family can be taken to consist of 4 persons, out of which $2\frac{1}{2}$ alone would be workers and $1\frac{1}{2}$ non-workers, or the proportion of non-workers to workers should be 3 to 5 and not 3 to 8. The earnings of an average family were thus 4 annas and 2 pies for the rate of jowari at 19 lbs. to the rupee. When, however, a comparison is to be made between the earnings of a family in ordinary times with those in famine times, the amount of wages in coin would be misleading, as the quantity of grain obtainable for it should be the real standard for comparison. The Public Works Department wages in ordinary times are 3 annas for an adult male and 2 annas for a woman and 1 anna for a working child. Their value in grain at the average rate of jowari at 40 lbs. to the rupee would be $13\frac{1}{2}$ lbs. for 8 annas, while the famine wages give the rate of 5 lbs. to the family. It will thus be evident that the famine wages were barely sufficient to maintain the workers alone and not their dependents in addition. Including the wages paid to non-workers the total wages give the rate of 7 lbs. to the family. It will be further observed from the diagram that when kitchens were not opened everywhere, the number of non-working children fluctuated regularly with the increase or decrease in the relief workers, and the number of the latter was in no month more than 27.33 per cent. of the total number of relief workers who for the week ending 13th February, were 14,731 men (18.12 per cent.), 24,748 women (30.44), 19,580 working children (24.08), 22,221* non-working children (27.33), and this number of non-working children when compared with the census figures goes to prove that there was no foundation for the belief once entertained that all the non-working children did not belong to the relief workers proper.

The decrease in the number of non-working children after the kitchens were opened was principally due to the superstition and prejudice of some people, who for fear of lowering themselves in the esteem of their caste or of those amongst them who were not required to resort to relief works, tried to maintain their children and dependents by purchasing from their wages an inferior kind of grain. Many instances were noticed of relief workers purchasing the cheapest inferior grain obtainable in order that they might feed themselves and their children, whose cash allowances were stopped on the opening of kitchens, on the wages they earned. The above conclusion is strengthened by the fact that the people were found purchasing "ragi" in the latter period of the famine, i. e., after the opening of kitchens.

23. The number of works in a sub-division was more than one throughout the famine, except in Bijapur taluka, where all large relief works were stopped for a time. But this could not be helped owing to overcrowding of works and to their consequent unmanageableness. Residence on works was made compulsory wherever possible, but insufficiency of hutting material was much felt, and people had to suffer from the inclemencies of the weather. Compulsory residence, which is generally disliked by the people, is a test of necessity to some extent, as the rules of discipline in camps are sufficiently strict to act as a deterrent to people who have any resources of their own.

24. The table appended to question No. 8 shows the number of persons relieved as labourers on works and their percentage to population month by month.

25. The figures for 1896-97 are higher than those for 1876-77 except in the months of May, June, July and August, and are due to the low ebb to which the resisting

* Not printed.

power of the people had been reduced owing to the famine of 1896-97 coming close on the heels of the scarcity of 1891-92. The larger number is also due, I believe, to greater confidence in the good intentions of Government.

26. As explained in the last question, the greater numbers are due to the short period which has passed between 1891-92 and the scarcity of 1896-97, and thus in my opinion the people did not show more eagerness to resort to relief works than was natural under the circumstances.

27. "Gratuitous relief" was mainly given by means of doles of grain. There was only one poor-house in which residence was a condition of relief, and 28 branch poor-houses without this condition where cooked food was given. No money was given to persons in their homes.

28. My answer to both the questions is in the affirmative; for the inspecting machinery was quite sufficient and competent, and the Mamlatdars, Sub-Divisional officers and myself took particular care to see that none that did not deserve gratuitous dole was put on the register.

29. The statistics for 1876-77 are not as complete as desirable, and the column headed "Charity" is not sufficiently clear. It is not possible to know whether dependents and children relieved on works are included therein or not. It may, however, be said of the famine under question that no villages have been abandoned for want of relief. The promptness with which relief was given in this famine has been helpful in keeping villages and households together. Some people migrated to other districts, but it was more for the sake of finding fodder for their cattle than in search of food for themselves. There may have been some demoralization, but I do not think it was of a serious or permanent nature, nor do I think it practicable to stop it altogether.

30. The total gross cost of the direct famine relief in the Bijapur District was Rs28,26,198. The total number relieved (in terms of units of one day's relief) was 27,022,925. The cost per head therefore comes to 1 anna 8 pies. The total expenditure in 1876-77 amounted to Rs25,83,757. Looking to the fact that prices of jowari in some localities fell as low as 12½s a rupee when the number in receipt of relief was the largest, it may be said that the relief was administered as economically as it was consistent with the object of saving human life and great human suffering.

31. Tagai, amounting to Rs13,38,265, was advanced (up to 25th November 1897), Rs9,31,400 under Land Improvement Loans Act, and Rs4,06,865 under Agriculturists' Loans Act. The sum that has been formally remitted is Rs9-11-6 against Rs10 in 1876-77. The suspensions sanctioned amount to Rs2,82,018-9-5, or 19 per cent. of the revenue, while in 1876-77 the outstanding balance was 60 per cent. of the revenue demand.

32. The land-owning class, in addition to the tagai, have incurred a debt of Rs9,13,087. * This addition will be rather a heavy burden on them, as the interest charged by the sowkars is much heavier than tagai, and if these loans are not cleared up the lands may eventually pass out of their hands. But against this larger indebtedness is to be put the increased fertility of the soil owing to the improvements effected on the land. With the help of tagai 1,813 wells have been constructed which will irrigate 7,400 acres.

The cultivating non-proprietary class has also suffered much. This class has to maintain live-stock and to entertain a few servants and labourers, and has to pay heavy rent. Fodder became scarce and many of them had to sell their cattle, and where this course did not appear beneficial they had to maintain their cattle at great expense. This class is not generally rich, and the income of the average family is in ordinary years little more than sufficient to maintain it. They have no stocks of money or fodder, and in the famine year they could not, like agricultural labourers, go all to the relief works, but had to keep some members of the family at home to look after the field, the cattle, etc., and no resource but to borrow. To repay these the members of this class will have to pinch themselves for some time.

Cultural labourers.—This class is not rich and keeps itself by doing manual field work. They have to keep them at home, and when field labour is not they resort to relief works as soon as they are. They are the earliest sufferers in bad seasons. They borrow loans either from the sowkar or the Government, having no reserves of money or grain, a day without them means a day of starvation. They cannot rely on private charity in these days, and hence

in bad years they sell their labour for whatsoever small return it brings. Having no property and no status they lose nothing. Their physical discomfort, however, so long as famine lasts is acute, and they had to do a work to which they were not accustomed and to do it under restraint and to lose a certain amount of independence.

Trading classes.—The trade was a bit slacker than usual, and capital did not bring the usual return to the trader. Petty traders had of course to borrow, but, speaking generally, it may be said that with returning brisk trade they will recoup their loss.

The artisan class is ordinarily better off than agricultural labourers and than even the cultivating non-proprietary class. They hold a certain reserve of money, but being generally addicted to some vice their reserve runs short in no time. They too have suffered along with the rest. They have a certain amount of credit with the sowkar who, looking to his own opportunities, advances loans to artisan classes at exorbitantly high rate of interest, and the artisan class have got into debt which they will take some time to repay. They will, however, soon begin to earn their usual wages and will not, it is hoped, feel the effects of famine long.

33. The scheme of relief contemplated in the Famine Relief Code is nowhere defective; but it is not always easy without heavy expense to find employment suited to each class of skilled labourers.

34. The arrangements for ascertaining and reporting the failure of rainfall and crops are sufficient for all practical purposes, but to secure greater accuracy in times of coming danger, rainfall measurements may be taken at different centres of a taluka, and test villages may be assigned to Circle Inspectors to ascertain the valuation of crop. At present the agency of the Circle Inspectors is useful, but if employed in the above way greater accuracy may be expected in making valuation of crop returns.

35. There are no villages in the district where there are no village officers.

36. For all practical purposes the returns submitted by Circle Inspectors regarding the area and kinds of crops actually sown may be relied on as approximately correct. They do not take the measurements of the crops sown in all fields in each and every village, but only with respect to certain fixed survey numbers. The Kulkarnies indeed do keep a register, but this is not reliable as they do not generally in practice take actual measurements, but rely on the information given by the cultivators. The returns showing the conditions of the crops may be said to be fairly reliable, as the Kulkarnies and Patels being generally themselves cultivators and being generally residents of the villages from which they send the returns, have a good knowledge about the crops, and their reports, unless specially and intentionally over-estimated or under-estimated, cannot generally be false, and the same may be said of the second item, viz., the extent to which the sowings have failed. Circle Inspectors have also to look to these matters, and the report submitted by them may be taken to be correct.

37. Yes.

38. Yes, and also on my personal observation.

39. The measures of relief were as follows:—

1. Works under Public Works Department.
2. Works under Civil Agency.
3. Gratuitous relief by Public Works Department to children and dependents.
4. Gratuitous relief in kitchens.
5. Gratuitous relief in poor-houses.
6. Gratuitous relief to respectable persons in their homes (section 150).
7. Gratuitous relief under section 57 to cripples, etc.
8. Gratuitous relief to village servants under section 60.
9. Gratuitous dole to school children.
10. Extra remuneration to Patels and Kulkarnies.
11. Tagai.
12. Suspensions and remissions of Land Revenue.

Of these numbers, 1 and 3 only were under the management of the Public Works Department and the rest under the Civil Agency.

The municipalities in the district maintained poor-houses for some time, gave gratuitous relief, and maintained a few small relief works.

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People were also assisted by Indian Famine Charitable Relief Fund and by cheap shops opened by certain leading merchants and other gentlemen.

To each large relief work was appointed a special civil officer and a Hospital Assistant, whenever practicable. The special civil officer received labourers on relief works and classified them in the first instance. They had also to see that labourers coming from neighbouring villages did not get admission on the works and supervised the kitchens, enforced discipline of residence in camps and in other matters. They had to watch payment, and to report whenever they came across any cases where the wages were not properly paid or where wages in their opinion were not sufficient for the maintenance of the labourers. The Public Works Department was allowed a free hand in setting tasks to labourers, in measuring them, in short in everything which related to technical parts of the work.

Civil Agency, Small Relief Works.—These were under the charge of the Revenue authorities, who were assisted in the control and management of the work by District Local Board overseers. Payments, in the absence of Revenue officers, were made by these overseers, who had special instructions to see that nobody who was able-bodied and capable of being drafted to a large relief work was admitted on these works.

Poor-houses.—There was only one poor-house answering to the description of it as given in the Code. The remaining so-called poor-houses were nothing more than kitchens. To each poor-house was appointed a karkun and a peon. Cooks and water-bearers were appointed as necessity arose. Cooked food was given twice daily to the inmates, once in the morning and once in the evening. No enclosures were erected for the residence of persons who were fed in the poor-houses, but they were left to find out shelter for themselves. These poor-houses were under the direct supervision of Relief Mamlatdars and Relief Mahalkari.

Gratuitous Relief unders Section 57.—Circle Inspectors who had orders to visit all the villages under their charge once a week at least and to make house-to-house inspections put such persons on the dole as they thought deserving of it. The Mamlatdars and Sub-Divisional officers were constantly on tour throughout the period of famine, and whenever they came across any instances where they thought that the dole was being given to any person not deserving it, they at once struck off the name of the person. The dole was given daily in the form of jowari in the presence of two respectable Panch of the village and the village officers by the grain-dealer. In the villages where there were no grain-dealers, the distribution of the dole was done by the village officers in the presence of the Panch.

Village servants were given the dole once a week by the Circle Inspectors.

The dole to school children was given by the Head Masters of the different schools.

40. I kept constantly travelling through the different parts of the district, and in my tour I visited each and every relief work and inquired into the complaints of labourers and saw that the rules of discipline were duly enforced. I also visited the villages and personally inspected the distribution of the dole. Frequently did I make inquiries into the condition of the dole recipients. I visited all the schools in the villages where I happened to be encamped as frequently as possible, and convinced myself that the dole to the school children was given after proper enquiry.

41. Except the dole to school children all were Code measures, and were authorised by the Local Famine Code as it stood before the famine began.

42. Section 151 of the Famine Relief Code was applied neither as it stood before the commencement of the famine, nor as it was altered afterwards.

Section 148 allows of persons of respectable position being put on gratuitous relief, but no such cases were brought to notice of the authorities.

There are no canals worth the name in the district, and hence there was no room for the application of section 158.

Section 162 also was not given effect to as the forests of the district yield but very little hutting materials, and opening them for fuel would, it was feared, lead to the total disappearance of the forests.

43. (1) Instead of Sunday the market-day of the place where the workers were employed was allowed as a day of rest. This change was beneficial inasmuch as it allowed the labourers to go and make the necessary purchases.

(2) The Code lays down daily payment of wages to newcomers and bi-weekly to others. The workers of course choose

frequent payments and find them convenient, but the Public Works establishment not being sufficient, it was not found possible to adhere strictly to the rule. Payment was therefore made once a week and sometimes even at longer intervals. As regards new comers, daily payments were ordered, but this was not always practicable. There seems some doubt as to how long a man should be considered a new-comer, and variations occur as the matter is left to the discretion of the officer in charge of the work. I am therefore of opinion that a fortnight should be the limit to which a man should be thought to be a new comer.

(3) In my letter No. 575-F., dated 10th December 1896, to the Commissioner, S. D., I laid before Government a detailed scheme for giving employment to weavers in their own craft. But the quantity of cloth that would be woven by such number of weavers would, it was thought, be too large to be disposed of with profit, and section 151 of the Code was amended by G. R. No. 242-Fam., dated 23rd January 1897, ordering that all weavers should be told to go on relief works, and those that were absolutely incapable of doing the necessary tasks were to be given semi-gratuitous relief. There was a large number of weavers really in need of relief here, but when told to go on the works, they all refused and preferred to stay at home. They were frightened by the unaccustomed nature of the work, and persisted in their refusal to go in spite of the hardships which they knew they would be exposed to. They however found help from the sowkars, who lent them money and kept them going. This saved the necessity of Government doing anything for them though they got into debt; but I am not sure they will be equally lucky in case of another scarcity. The experience of this famine alone would not therefore in my opinion justify us in removing the existing provision in the Code for affording relief to this class of skilled artisans.

(4) Section 107 was amended by jowari being substituted for flour and other items. This was a gain to Government no doubt, inasmuch as it saved the cost of grinding which, in the case of each person, comes to about a pie or a pie and a-half, but it may have put the recipients to some inconvenience. I do not think, however, the amendment entailed any great hardship, because they could in all cases manage to get the corn ground by some of their acquaintances.

(5) Government on my proposal were pleased in their Resolution No. 167-Fam., dated 16th January 1897, to sanction a special allowance, to women in confinement, of wheat, ghee and jaggery and country medicine for the first three days. This concession saved a good deal of hardship, but considering that according to the custom of natives, women require medicines and nourishing food for 10 days, I would recommend the continuance of the allowance for 10 instead of only 3 days as recommended by the Sanitary Commissioner.

(6) It was proposed by me that milk might be substituted in cases of young children who, owing to their tender age, cannot take ordinary food. Government sanctioned my proposal subject to the condition that there was no undue increase in cost. This concession, I think, may be extended also to adults who through old age or other causes are incapable of taking ordinary food. The Collector may be authorised in such cases to substitute any article of food for those sanctioned by the Code he thinks suitable, provided, of course, that no extra cost is incurred.

(7) The Code prescribes only two meals in the day for non-working children, but in actual practice they have three meals a day, and on my proposal the number of meals was in G. R. No. 1323-Fam., dated 15th June 1897, increased to three. This keeps the children in good condition and should, I think, be continued on future occasions.

(8) The Code lays down no rule with regard to the duration of rest in the 12 hours of work. In actual practice, however, about two hours were allowed, but on my representation Government were pleased to allow three hours' complete cessation from 12 to 3 p.m. But the amount of task required of them not being reduced, the number of persons fined, which before the resolution was below 7,000, went at one time as high as 54,000. This is a point requiring consideration, and I would respectfully propose that reduction of task might be made when the heat is able.

(9) The Famine Code allows Sunday wages to all w But G. R. No. 1329-Fam., dated 18th June, lays down that only those should be allowed the wages who have put in attendance continuously for the six days. This alteration was made to prevent the men coming only to get the Sunday wage immediately afterwards. But I beg to submit cases were few, and it was somewhat hard, I

that for their sake honest workers without any intention of deceiving who joined in the middle of the week should have been deprived of the Sunday wage. I therefore propose that except in the case of men known to be dishonest the condition may not be enforced, and new comers may be paid the Sunday wage.

(10) While visiting schools in my tour I came across emaciated boys showing evident symptoms of semi-starvation and insufficient feeding. I then put myself in communication with the Deputy Educational Inspector, who concurred in my views of the necessity of relief to such ill-fed boys. The matter was reported to Government and sanction was accorded in G. R. No. 1082-Fam., dated 22nd April 1897, to putting boys who were quite incapable of going on the work on the dole register. The duty of distributing the dole was entrusted to the Head Master of each school, who was authorised to give cooked food whenever it was found practicable and necessary to do so. The Deputy Educational Inspector and his Assistants were required to travel and to see that the duty was properly discharged. Bills were submitted by masters and were paid by the Relief Mamlatdars after due audit. The following table gives all necessary particulars about dole to school children :—

| Months. | Total number of villages in the district. | Daily average attendance of school children. | Monthly total number of school children relieved. | Expenditure. | Daily average. |
|-----------|---|--|---|---------------------|----------------|
| June . | 209 | 7,919 | 10,286 | ₹. a. p. 825 7 4 | 848 |
| July . | 209 | 8,162 | 25,120 | 2,528 7 1 | 810 |
| August . | 209 | 7,885 | 29,879 | 3,061 6 7 | 964 |
| September | 208 | 7,904 | 32,527 | 3,270 9 2 | 1,085 |
| October . | 210 | 7,771 | 36,864 | 3,049 1 9 | 1,189 |
| | | | 134,676 | 12,729 15 11 | 898 |

This was a boon the value of which was, I believe, fully appreciated by the parents of boys. It prevented schools from suffering in attendance and rendered help where it was really needed. The boys could not go on the works being of tender age and unaccustomed to labour, and there can be no doubt that their being put on the dole register was a step justified by considerations of humanity.

(11) Section 90 of the Famine Relief Code requires that a special Civil officer should be appointed to each work or a group of works. According to the Code special civil officers must be persons endowed with summary powers which, as laid down in the Code Criminal Procedure, cannot be conferred upon any but a Magistrate of the 1st class. Such officers cannot be found below the rank of Mamlatdars, whose pay ranges from Rs150 to Rs250 plus Rs40 as 1st class Magistrate's allowance.

I do not think that it would be either advantageous or necessary to undergo such a large expense in appointing 1st Class Magistrates with summary powers as special civil officers. Further, it would be difficult to find so many persons competent to exercise 1st class magisterial powers at a short notice.

I would therefore propose that instead of appointing 1st Class Magistrates as special civil officers, competent men with or without magisterial powers who can exercise a good supervision may be chosen and their pay may be fixed at Rs70 to Rs100.

This my proposal was temporarily sanctioned by Government in G. R. No. 9841, dated 23rd November 1896, and it was found to work well.

44. My reply to this question may be gathered from my reply to question 45.

45. To prevent weavers falling in debt which afterwards becomes impossible for them to repay, it appears desirable that some provision be made for exacting work from them in their own professions, thus facilitating the application of section 151.

Instead of relieving shetsandis (village servants) by dole, a fixed allowance of Rs2 may be given to them. This will prevent their feeling a sense of degradation and at the same time will be more economical.

No provision has been made in the Famine Code for the relief of school children; some such provision will, in my opinion, prevent the cause of education from suffering. Besides, if these children are not relieved in schools they will have to be relieved on works or by gratuitous relief in villages. On works they can do very little work and will only increase the numbers on relief works and add to the cost of the work; and if they are relieved by village doles it makes very little difference whether the dole is given through the Head Master or through the Panch.

Villages may be formed into groups and cooked rations may be substituted for dry ones wherever practicable from the beginning. This grouping will lessen the expenditure necessary for maintaining kitchens in all the villages of the taluka and will at the same time serve as a test of necessity of relief. Where it is found impossible to move the residents of one village to another, gratuitous relief in form of dole may be given to such people, and their number will not in my opinion be large.

The Famine Code as it now stands provides for all sorts of contingencies, and so long as money is forthcoming and officers are found to carry out the provision with conscientious zeal and intelligence, there need be no fear of any loss of life. But I would make the following suggestions.

The Public Works Department knows exactly what numbers are likely to come on relief works in times of scarcity, and before these works are actually started they should have hutting materials and tools ready for the maximum number that may be expected to come. This would of course mean a large outlay in the beginning, but it would effect a real saving in the long run. In the late famine insufficiency of tools and hutting materials rendered it impossible to exact tasks in strict accordance with rules, and compulsory residence could not be enforced. In some cases the Public Works Department was so unprepared that hutting materials in large quantities arrived long after relief works were stopped.

46. I have no suggestion to make.

47. I know of no such tracts.

48. All the different measures adopted for the relief of distress were approved by the people relieved, but it may be observed that they did not like the metal-breaking work. Intelligent native opinion spoke well of the different measures adopted for relief, and thought them most suited for the different purposes. But they seemed to be of opinion that the large quantities of metal broken were useless, and that the labourers might have been employed on some useful work such as making canals. They also objected to the fines and the drafting, and thought the rules bore hard upon the workers.

49. I have no other remarks to make or suggestions to offer.

50. There were twenty large and four small relief works in progress on the 30th of August, on which day the number of relief workers was the largest. Of these, nineteen were roads, two village tanks, one was a bund, and the remaining two, if completed, would have been irrigation works, but they were given up. Except four small relief works all were under Public Works Department agency.

51. One hundred and sixty-six miles without metal and none with metal.

53. Some of the roads that have been newly constructed are such as will facilitate local traffic, but some of the others which join the district of Bijapur to the adjoining Native States are of great importance to the whole district. All the roads will now be given over to the District Local Board, but the Board is not rich enough to undergo the large expenditure which would be necessary for keeping them in perfect good order, and hence it is to be feared that some will again fall into disrepair and may be abandoned.

54. There is room for new roads, but I am not just at present prepared to say what length of new roads can be proposed.

55. From the utility point of view the metal collection work does not appear to have much value, but in the absence of any better works affording relief to large number of labourers metal collection has to be undertaken, but this, in my opinion, should have the least preference and should

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be taken in hand when no others are available. The work of metal collection being spread over a length of road, it cannot be efficiently supervised without a number of mukadams and maistries.

56. Metal sufficient to last for 188 miles of road for ten years has been collected. But looking to the small length of roads that are really important and can be maintained by Local Board, it must be said that the metal collected is far in excess of probable requirements on the roads where it has been stacked.

Total length of all the roads in the district, 562½ miles.

57. A village tank being ordinarily not of large magnitude cannot afford relief to a large number of labourers for any considerable period, and in times of famine it would be necessary to take many of those in hand at one and the same time. This would necessitate a large establishment. Besides, great care will have to be taken to see that the well-to-do villagers of the adjacent villages or of the village in which the tank work is situated do not unnecessarily resort to work, nor send their children and dependants to receive gratuitous relief on works. But for these two considerations village tanks appear to me preferable to metal collection.

The villagers would indeed be benefited by having a good supply of water secured.

58. Six tanks were deepened in the late famine by civil agency and the units of labourers employed on them were 87,654. Sangogi and Hullur tanks were undertaken by the Public Works Department, and the number of labourers employed thereon was 326,950.

59. The number is about 230.

Vide my answer to question No. 57.

60. No village tanks have been taken up as large relief works. As small relief works, only six were undertaken. But even with respect to these much remains to be done. There are many small village tanks in the district, and famine labour may with advantage be employed in the earlier stages of famine. But when it deepens in severity some other works will have to be opened.

61. No such works in the district.

64. Sangogi and Hullur tanks were undertaken as relief works, but no part of the work is completed. The expenditure incurred on these works amounted to Rs 61,594.

66. Muchkhandi tank was excavated in the famine of 1876-77; but the area irrigated by it is very small, viz., 15 acres and 16 gunthas.

67. Four big rivers run through the district affording at places an excellent position for putting bunds. Malprabha near Kamatgi or a little down the river, with its high banks and not very extended bed, may, in my opinion, be used for forming a good reservoir whence canals may be used for irrigation purposes. The Krishna and the Ghatprabha are also capable of being utilised for irrigation purposes, and the Public Works Department may be asked to prepare projects if any are possible.

68. No tramways or feeder railways were undertaken as relief works during the last famine.

70. Programme for large and small relief works is to be annually submitted to Government. The programme is thus submitted annually, whether or not there be any prospective fear of famine. Plans and estimates were ready in the majority of the works entered in the programme, but whenever the plan for any work was not ready, necessary sanction was obtained for commencing the work without the formal plans under section 101 (c) of the Famine Relief Code.

71. (a) Three to four miles.

(b) To any distance in the district.

72. Yes. But circumstances of different individuals will have to be taken into consideration before assistance is peremptorily refused to them.

73. Yes, in the same district.

74. Wherever hutting accommodation was sufficient, labourers were compelled to reside in camps, and thus residence in camps was a rule and not an exception.

75. Residence in relief camps was made a condition of relief and was not the result of concentration and small number of works only.

76. Residence in camps should, I think, be made obligatory. I have no evidence to show that in the absence of residence test the works attract an unnecessarily large number.

Yes, in case the tasks are enforced and provided a reasonable distance test is applied.

77. Though not distasteful to the extent contemplated in the question, residence on the works at a long distance from their homes is submitted to under a protest and as an unavoidable necessity. I know of certain people who refused to go to the Sangogi tank though they were put to hardship by that refusal.

78. A large increase in the establishment will be necessary.

79. No.

I cannot call to mind any such rules.

No such precautions were necessary.

80. The cost of hutting was one rupee per worker.

81. Not materially, though cases of low fever and cold happened frequently, but they were not always brought to the notice of the Hospital Assistants owing to the distance at which the Hospital Assistants stayed from the works and owing to the unwillingness of Indian ryots in general to take English medicines.

82. None were provided, but this was due to the Indian Famine Charitable Relief Fund clothing being given in cases of necessity.

83. I do not think that the number of dependents becomes large when there are many but small works, or that it decreases when the works are large but few. The number of dependents rose with the number of workers, though not exactly in the same proportion. Opening of kitchens reduced the number of non-working children.

94. With regard to the classification of labourers, I think the present system might advantageously be improved upon by doing away with A and C classes altogether. There are very few men who are specially qualified to come under A, and the intention of famine relief being merely to give maintenance, it is not easy to understand why men should be allowed to earn more, especially when Government takes upon itself the responsibility of providing for their helpless dependents and children, and for purposes of practical utility there need be no more than two classes. I have

* To the Commissioner, S. D. already submitted* a report on this point in my No. 1707F., dated the 11th March, from which I extract the following paragraph:—

"4. The next point in the matter of exaction of tasks is to see whether the remuneration and the work of the different classes are in proportion to each other. This brings us to the question of classification of labourers, and I agree with the remark made at the end of Rule 34 that it is most desirable to reduce the number of classification as much as possible. The classification of labourers in four classes is a very complex system, and in my opinion two classes only, B and D, need be retained. In this respect I would beg to point out that, as observed by the Commissioner, C. D., the wages of A class are not sufficiently high to encourage the labourers of that class to do the full task allotted to them. On our relief works we see many able-bodied men and many of them 'professional labourers,' but the percentage of the latter is only 11, which I think clearly shows that the A class wages are not sufficiently high to attract good and willing workers. As a stronger proof of this I would beg to point out that the able-bodied mahars who have been working as labourers under the Public Works Department even before the famine set in, and who before this used to perform larger tasks, do not at present care to earn the A class wages, as in their calculation the extra wages allowed to that class are not commensurate with the extra exertions required. Hence it is that they prefer the lower class with somewhat smaller wages but greater facilities for rest and ease.

"To this it may be objected that persons who have the will and strength to do larger work than is allotted to the B class are left without the least encouragement to exert themselves. I would, however, say that the North-Western Provinces system allows of addition to the wages, and, in my opinion, rewards are better calculated to encourage a man to do full work than the fixed wages of a higher class.

"As regards class C, I beg to state that it has still less claims than A to remain. People in the C class with a little exertion and experience do the work assigned to B unless they are too lazy or too weak, in which case they will fall under the D class."

95. The quantity prescribed in the Famine Code is sufficient in the majority of cases.

96. The labourers could always purchase the other items in the wages they earned on the calculation of jowari, and hence it was not necessary to take into account the actual

cost of the component parts of a day's ration. I believe, however, it is advisable to retain the alternative system.

96A. Yes.

97. I consider that the limit of age at which children are now admitted to works is too low. I propose that this be raised to 12. At present a large number of children find admission who do not work at all or whose outturn of work is too insignificant. If all children below 12 were sent to kitchens, the cost of maintaining these would be much reduced. If on the work they received 1 anna as wages, in kitchen they would receive rations, the money value of which would be $\frac{1}{2}$ anna or a little more. I would also propose that a certain amount of elasticity may be given to the rule by investing officers with a discretionary power to admit children between 7 and 12 who are really able to do a fair day's work, relegating the weak ones to the kitchen. The rations in kitchens may, if necessary, be slightly increased in the case of children above seven.

98. Twelve years.

99. Fine, but not so heavy as to reduce the wage to below minimum. After fine he should be punished by being put on the lower class. Here again, fining should be enforced but not below the minimum, unless there is room to suppose that the person wilfully avoids the completion of task. Confirmed contumacious cases should be sent to poor-houses or kitchens.

100. Appear necessary.

101. The number receiving the minimum or D class wage was never very large, nor for a continuous period. Consequently there was no enfeeblement of health.

102. Some additional remuneration may be given as encouragement, but the labourers should not be led to believe that they can claim it as of right.

103. I am in favour of a Sunday wage without any restrictions as to condition of previous attendance. In the recent famine a condition of six days' previous continuous attendance was enforced to prevent people coming only to get the Sunday wage; but such cases are very few and entail hardship upon honest workers who join in the middle of the week. The restriction, therefore, is, in my opinion, unnecessary.

104. Standard tasks may be fixed for carriers varying with the load. The Public Works Department may be asked to fix the standard.

107. The maistrie and other Public Works Department establishment may, in my opinion, be so instructed as to secure the best proportion between the carriers and diggers.

108. The less the number in a gang the better, as that would allow of greater accuracy in measurements and of vigilant supervision. The gang at present consists of 50 men; it may, I think, be reduced so as to make it consist of 30.

112. The proportion of women to men varied at different times. In the month of March it was the largest, being 10 women and children to 6 men. Later on, it fell to 7 or 8 to 6, but again in October it became as 10 to 6.

Piece-work system was never tried in this district.

113. Private employers of labour preferred to employ the male members of the labouring class as being more efficient than female. Secondly, males kept themselves at home to look after their fields and cattle, and sent their women and children to relief works, as no suitable employment could be found for their maintenance at home. Thirdly, it was only, generally speaking, the male portion of the population that went out of the district to find pasture for their cattle and work for themselves. Women and children were left at home and they naturally resorted to relief works to earn their livelihood.

On private works labourers did not generally receive higher wages than on relief works, and State relief was therefore necessary in the case of their wives and children.

113. (a) The opening of such works at ordinary wages would no doubt serve the purpose specified in the question, but they would attract people in such large numbers that it would not be possible to take them all on the works. In the absence of any definite test it would be a matter of difficulty to find out such as really needed relief.

(b) I think it would be advisable to have such works, but the same difficulty presents itself as in the above case. Besides useful public works are not available in all localities, and metal collecting is of very little use when it exceeds a certain quantity. Where works that would certainly benefit the public at large have been started there can be no doubt about the advisability of continuing them, but

as far as this district is concerned, I doubt whether such works could be always made available.

(c) The ordinary Public Works Department works are conducted with Local Board money, which is always a limited amount. Where the expenditure is so large that the Local Funds could not be expected to bear it without unduly straining its resources, I think it should be charged to famine relief.

114. Small relief works as defined by the Code may, in my opinion, well be left to the Civil Department, and large relief works to the Public Works Department.

115. The Collector as the head of the district, keeping himself in touch with the people at all points, is the best person to form a correct opinion as to their wants and wishes. I therefore think that he should be invested with the chief control of all works undertaken with a view to afford relief; the Public Works Department will concern itself with matters that are purely technical, but with regard to drafting and other such measures as concern the comforts and conveniences of the workers, the Collector should, I believe, have a free hand, subject, of course, to the general supervision of the Commissioner, without whose sanction nothing that is not a matter of pure routine should be done.

116. The technical part of the work should, in my opinion, be left entirely to the Executive Engineer, who should also look to the payment of the workers, as the work of measuring, etc., is done by him. He should also render such assistance to the Collector as he may require in looking to sanitation, management of kitchens, etc. For everything except the technical part the responsibility should lie, I believe, with the Collector. Section 31 of the Famine Relief Code rightly holds the Collector as the responsible head of all famine operations and directs that all officers employed on famine duty be subordinate to him, and that his decision will be final in all matters relating to the employment and wages of relief workers, and in everything except the arrangements of merely a technical nature.

117. The Assistant and Deputy Collectors may be authorised to exercise such of the powers assigned to the Collector as the Collector may think it right to delegate.

118. Revenue subordinates with special organising capacities should be chosen to superintend the camp arrangements.

119. No. Independent control by the civil agency on works appears necessary, and if the officers in charge of camps be placed under the Public Works Department, this independent control at once disappears.

120. Except payment of wages, all other matters may be entrusted to the civil agency.

121. Yes. Third class magisterial powers are necessary in the case of special civil officers.

122. No.

123. No. Only small works were undertaken by the Civil officers, and they were such as did not require the more skilled agency of the Public Works Department.

124. Daily payments when practicable on task work; if not, at least twice a week. Daily payments to new comers for two weeks.

The system of piece-work was not in force in this district.

125. To the nearest pie.

126. By independent cashiers who hold some substantive appointment under Government. Mohariars are themselves generally ignorant persons who cannot with any accuracy keep accounts in proper forms.

127. The possession of a *chalan* from a village officer was not always insisted upon, but it made admission easier.

128. There are no large bodies of hill tribes in the district.

129. In my opinion the maximum for a sub-overseer's charge would be 300 to 500, for an overseer 500 to 2,000. For a supervisor 2,000 to 5,000. An Assistant Engineer could not manage with efficiency more than 8,000 to 10,000, and an Executive Engineer 10,000 to 20,000. But the Public Works Department is the best judge in this matter.

130. Wherever relief is given to non-working children kitchens should be started from the beginning.

133. No.

134. No.

135. Private employers of labour did not generally pay more than the famine wage.

136. The wages were sufficient.

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137. Relief works do not, in my opinion, attract labour that ought to go to private works. The tests employed and the rules of discipline enforced are sufficient to prevent such labour coming on relief works.

138. Relief operations were to some extent assisted by the advantage capitalists took of the cheap labour available in famine to make improvements in their lands, such as weeding, etc., which, but for such cheap labour, would have been indefinitely postponed.

139. Private agency is desirable, but the number of big landlords able to employ large numbers of labourers are very small in this district.

148. 1·2 was the highest percentage of the population receiving relief under sections 57 and 150 of the Famine Code.

149. No. They belonged to all classes.

150. Persons were put on the dole after careful enquiry, and hence I think that all those who were given the gratuitous relief were incapable of work and had no relatives able or willing to feed them.

151. By private charity and by the help of their relatives. In ordinary years private charity is sufficient to maintain many of the cripples, etc., but in a year of scarcity the current of private charity does not flow with the usual force because stocks of grain become exhausted and are rare. Able-bodied relatives too betake themselves to works and leave their incapable dependants to shift for themselves as best they can. Hence it is that the State has to intervene.

152. Women and children form the majority of the recipients of the dole. *Parda-nashin* women were few, being only 46 on an average a day.

153. The largest number in receipt of dole under section 57 was 10,252, or a percentage of 1·2 to the whole population a day in the month of September. This may presumably be taken as the highest number that may come on the dole register at any time. The highest average daily number of village servants in receipt of relief under section 60 was 5,600. But it is likely that if famine of a severer type were to visit the district, a larger number of persons falling under sections 148 to 151 may come on relief.

154. No, for if the small number of labourers be due to small number of works in the district, or to any other cause except the severity of the famine, I am afraid larger numbers will have to be put on gratuitous relief to prevent emaciation or starvation. Larger number of poor-houses will also have to be opened.

155. No. The dependents would be an obstacle to the workers, and labourers would be unable to do the necessary amount of task.

156. Yes, for it would not be right to starve an incapable person for the fault of his able-bodied relatives.

157. No. Gratuitous relief is given after careful inquiry and nobody is put upon the register who does not really deserve it.

158. Yes. There were 112 Circle Inspectors with but 8 to 10 villages to each. Each Circle Inspector had to visit every village of his charge at least once a week and to do house-to-house inspection to see whether any of the recipients of the dole had anything to maintain himself upon and to enquire if he had any relations willing and able to support him. Over the Circle Inspectors were the Relief and Taluka Mamlatdars who had to visit three villages a day, and to make similar house-to-house inspection. They checked the dole registers and enquired into any changes that might have occurred in the names in the register. Over these were the Sub-Divisional officers.

159. No. If the Relief and Taluka Mamlatdars, etc., are active, I do not think any addition to the establishment is necessary only for this form of relief.

160. The recipient of the dole is looked upon as a man who has lost his social position.

161. Owing to the high prices in famine days the people cannot be so liberal as they are in ordinary times. The knowledge that Government is going to support the poor may have some influence, but it cannot be so powerful as to dry up all private charity. There were instances of rich merchants and sowkars doing a good deal to help the poor by distributing dry rations and cooked food.

162. Gratuitous relief was strictly confined to persons who through physical inability were absolutely incapable of working.

163. *Vide* answer to the above question.

164. Central kitchens appear in my opinion to be of some advantage, as people being averse to receive cooked food, only those who stand most in need of relief will come to kitchens, and these, being opened in central places only, will not entail much cost on establishment.

165. Caste feelings do prevent certain classes of people from receiving cooked food in kitchens, but, with the employment of cooks of higher classes, this objection disappears. But Brahmins in certain instances were found unwilling to accept cooked food, though it was proposed to engage Brahmin cooks for them. I am of opinion that in certain classes the sentiment operates with great force and prevents them from receiving charity in the form of cooked rations.

166. Speaking generally, there will be no great difficulty in maintaining a sufficient number of kitchens so that they may be within the reach of all requiring relief. But the opening of kitchens will not completely do away with the necessity of gratuitous relief in villages.

167. In the form of grain, which I prefer to money.

168. The people were required to go daily to the *chavari* or the *banias'* shops to receive the dole. *Parda-nashin* women were given dole at their homes.

169. There were no cases of extortion on the part of the village officers or village servants brought to notice, nor were there any instances in which people paid anything for being put on gratuitous dole. A few cases of fraud were brought to light in which certain village officers were charged with giving lesser quantities than prescribed and making bills for the full quantity.

170. The services of the village officers and Mamlatdars were utilized for ascertaining the condition of persons requiring gratuitous relief and in giving it. But to exercise proper supervision Relief Circle Inspectors and Relief Mamlatdars were appointed, and they were mainly responsible for the proper administration of this sort of relief.

171. Unofficial agency was utilized wherever available in supervising these operations. In every village there were volunteers who as Panch supervised most willingly the distribution of dole.

172. There was only one poor-house as such, and the population of it never rose above 876. But at this high figure it remained for a very short time. The numbers were fluctuating throughout the period of the famine.

173. From the lower classes, such as *Lamanis*, *Mahars*, *Mangs*, *Kurbars*, etc.

174. Persons of better castes or respectable position did not resort to the poor-houses. The higher castes, from a sense of degradation which attaches to this form of relief, have a distaste for it which, in my opinion, no amount of persuasion can overcome.

175. As there was only one poor-house no inference can be drawn from it, but my general observation leads me to believe that the people had confidence in the good management in poor-houses.

In the famine of 1876-77 it is said people resorted to the poor-houses in an advanced stage of starvation and emaciation, so that the relief given therein proved of no use in saving their lives. In the late famine, however, there were seen no emaciated persons in poor-houses. The old and weak that resorted to the poor-houses were sent to relief works as soon as they gained some strength.

176. There was no mortality worth noticing in the poor-house.

177. Most of the inmates of the poor-house were inhabitants of the district. Almost nobody came from the neighbouring districts or Native States.

178. As there was only one poor-house in the whole of the district there is not sufficient data to form any opinion on the matter; but, as observed by Government, the timely opening of relief works to a large extent did away with the necessity of starting many poor-houses.

179. People were systematically and regularly drafted to the relief works from the poor-house when their physical condition improved sufficiently to undertake the journey and enabled them to work.

180. The ration is sufficient; but in special cases the diet had to be changed in accordance with medical advice.

181. Poor-houses, in my opinion, should not be opened until the famine has advanced and until there is seen absolute necessity for them. The relief works should be in existence for sufficient time to draw all who are able to work

before poor-houses are opened, so that only those who are really deserving will come, and there will be no demoralization which is otherwise possible.

182. When, owing to some cause or other, the number of wanderers and beggars becomes high, it would be necessary for relief officers to have legal powers to send persons to poor-houses. There were however no instances in this district in which compulsion was found necessary to drive persons to the poor-house.

183. In Nalatwad the inmates were given such work only as they could do without hard manual exertion, and the articles, such as ropes, country saddles, etc., fetched a price 18 per cent. above the cost of the raw material.

184. The inmates of the poor-house were free to leave it at any time. The departures were not numerous.

185. There were no relief centres established. Each village had its own organization for relief by dole.

186. There were no relief centres.

187. *Vide* above.

188. I would like to have relief centres but not before relief works are well in progress.

189. The relief given in this district was never late.

190. There are no such tracts or conditions of the population.

191. There were no relief centres here, but a radius of 5 miles would be the limit served by such a centre.

192. There were no relief centres.

193. Relief kitchens serve the same purpose as the dole system, but they are a surer test of necessity than the latter, and if central kitchens are opened they would be more economical. Persons who would receive dole very willingly would refuse cooked food if they had any resources of their own.

194. They may be established generally for the relief of incapable poor.

195. They may be established from the beginning to test how far the people stand in need of relief, but may be closed as the severity of the famine diminishes, so that the expenditure on establishment, etc., may be saved.

196. Food was supplied at kitchens to all the applicants provided they happened to be dependants of workers.

197. The supervision over kitchens was not difficult, as the special civil officers, who had the primary responsibility of the management of the kitchens, could easily do the supervision work, as it extended over a small area which could all be visited every alternate day. There was no waste or misapplication of cooked food. No zemindars or private persons were entrusted with supervision.

198. By cooked food as being more economical; parents may be entrusted to feed their children if allowances are given in their hands, but the number of applicants for such form of relief would be very large.

199. Tagai amounting to Rs. 31,400 was advanced for Land Improvement, Rs. 51,844 and Rs. 242,926 for seed and cattle. No tagai was advanced for subsistence, but Rs. 12,095 were advanced as tagai for fodder.

200. In a large majority of cases the amount advanced was utilized for employment of labour. There must have been cases of misapplication, but these were rare, and whenever any were brought to the notice of the Mamlatdars or other Revenue officials, orders were immediately issued for the repayment of the amount. It was made a condition of tagai advances that for every loan of Rs. 100, 25 labourers were to be employed for one month.

201. Yes, for without them many of the cultivators would have been unable to purchase cattle which they had lost during the famine year, and lands would have lain fallow for want of seed.

More money, I think could have been spent, provided additional establishment was forthcoming.

202. Five to seven years for loans under Land Improvement Act. Ten being the maximum in a very few cases, and 1 to 2 years under Agriculturists' Loans Act.

203. No advances have been given to cultivators for maintenance.

204. It is desirable that advances for maintenance should be made to cultivators during the time the field operations are in progress. For, if such advances are not made, cultivators would be obliged to attend the relief works, and it is possible that in their absence from their homes the crops may suffer for want of care.

205. It would be economical to make such loans, but the demand would be too large to be met by public money.

206. *Vide* my answer to above question. Indebtedness would increase; but the agriculturists would prefer this to going on relief works.

207. Rupees 3-11-6 have been remitted and suspensions amount to Rs. 82,018-9-5.

208. The registered owner of land is alone responsible to Government, and the relief afforded by suspensions reaches him, but I do not believe it always reaches the tenants. It all depends upon the private relations of the landlord and his tenants, and a legal provision will only interfere with these relations without any material benefit. The leases are private contracts, and it would not be justifiable for the State to interfere.

209. The suspensions being given to the poor agriculturists they must have done a deal of good to them as they prevented sale of lands and borrowing of loans from private sowkars. It is not possible to say what amount of private loan would have been borrowed in their absence, but looking to the large amount that it was found necessary to suspend, there can be no doubt that there would have been much indebtedness at exorbitantly high rate of interest, and the holdings would have gone hopelessly into the money-lender's possession. The suspensions did not, I think, keep agriculturists to any large extent from relief works.

210. Yes.

211. The suspended amount will be collected in instalments. Similarly, the suspended rent also will be collected in instalments.

212. The suspended rent carries no interest, nor, in my opinion, should it.

213. No.

214. Immediate remission does not commend itself to me, for if the harvests in seasons succeeding the scarcity are good, the cultivator will be in a position to pay in instalments the suspended amount. Individual circumstances will also have to be taken into consideration before whole-sale remissions are allowed.

215. I give below a statement showing the mortgages and other money transactions as shown by the registration records. It will be seen that the indebtedness of the ryot does not show any such alarming increase as might have been expected from the serious nature of the distress. The reason of this favourable aspect of affairs is due to the large tagai advances so liberally made.

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216. A part of the forest area was sold by auction for grazing purposes before the famine. The portion that remained unsold was opened for free grazing, but as the total forest area in this district is very small, the concession did not do much good. There are no edible fruits or herbs in these forests that can appease hunger.

217. I do not think we could have done more than what we actually did. The only improvement would have been to have opened the whole area, but a part had been already sold.

218. When the condition of the cattle became deplorable owing to the failure of fodder supply, Government appointed the Honourable Mr. Shuttleworth on special duty to supply pressed hay to the affected parts. He came here at the beginning of the famine, and in consultation with Mr. Sheppard* and myself, made

* My Personal Assistant. arrangements for supply of grass from Belgaum, Kanara, Dharwar, Thana and Khandesh. The grass arrived here in pressed bales by instalments and was sold at a rupee each. The grass was cheaper than the "karbi," but people, I found, did not take very kindly to it. The reason appears to be that the grass did not suit the animals so well as the "karbi." It is supposed that milch cattle fed upon this grass yield less milk than those fed on "karbi," and I do not think the supposition is altogether without foundation. The quantity of grass sold was 1,546,541 lbs., and the amount realized came to Rs. 17,651-1-0. Seven thousand and eighty-five maunds remained unsold, but I purchased it with money from the Indian Famine Charitable Relief Fund and had it distributed gratis. This was a real boon to the ryots, and they expressed themselves grateful for it.

219. Nothing.

220. There were no orphans as such in this District. But I would suggest that if there is a large number of orphans they may be made over to their relatives if any come forward to claim them. In the absence of such relatives they might be sent to some orphanage or private charitable agency for such purposes. The Missionaries would be glad to take over charge of these.

221. I do not suppose it would be advisable for Government to continue their assistance to orphans after the famine is over.

222. I have nothing to suggest except that vernacular school masters and such other low paid public servants with salaries less than Rs. 10, often with large families to support, might be included in the class of persons relief to whom is advised to be given. The vernacular masters being employed by the Local Board do not get any grain compensation. *Vide* my reply to question No. 226.

223. The objects if carefully borne in mind by the distributing officers will prevent private charity from trenching upon the field covered by Government famine operations.

224. The statement of the second object is satisfactory, inasmuch as I think that, if private charity is readily forthcoming for the purpose, there will remain no reason for Government to take upon itself the burden of supporting orphans at its own expense.

225. (a) No.

(b) No.

Because the orphans, after all, are to be handed over to private institutions or persons and where there is a private institution which undertakes the maintenance, education, etc., of orphans there appears no reason why Government should undergo the expenditure thereof.

226. It is possible for the two kinds of relief, *viz.*, Government and private, to overlap each other, but this is prevented from happening to any serious extent by the discretion used by the distributing officers.

227. Yes. Such a shop saves the self-respect of men who consider it derogatory to accept purely gratuitous relief which they think places them on a level with common beggars. There are persons again who would think coming to such a shop a degradation, and for such relief at their own homes free from the inconvenience of publicity, would be necessary.

228. The opening of such cheap grain shops, when the benefit of it is restricted to selected number of persons, is not likely to interfere to any appreciable extent with private trade. One such shop was opened in this District, and private trade did not appear to be much interfered with.

229. I am of opinion that our shop cannot have to any great extent steadied the market and prevented the fitful raising of prices. Besides, it was only a small concern and was open only one day in the week and each individual could get only a small quantity. It did not attract such a large number of customers as could have materially influenced the course of prices.

230. The help to agriculturists should, in my opinion, be given just at the commencement of the agricultural operations, which, I think, will prevent all misapplication of money advanced to agriculturists and secure its employment upon cultivation of land, etc.

231. Such poor agriculturists as having no security to offer cannot get loans either from the Government or the money lender should, I think, be helped out of the fund.

232. The tagai is advanced for particular improvements to be made in the land, but agriculturists with small holdings will require help for other purposes, and such help may, I think, be given from the Indian Famine Charitable Relief Fund.

233. Occupants of small holdings will require the tagai advances to be supplemented by help from this fund.

234. Government relief could not cover all ground, and the fund, as it was most liberally allotted to this district, supplemented the Government measures in a very useful way, and the objects mentioned in Government Resolution, except that relating to orphans, were all I believe fully carried out.

235 and 236. The following shows the expenditure on various items and the number of persons relieved out of the Indian Famine Charitable Relief Fund up to the end of 31st January 1898:—

| | Number of persons relieved. | Amount. | |
|--|--------------------------------|-----------|-------|
| | | Rs. | a. p. |
| OBJECT I— | | | |
| 1. Clothing to destitute poor | 36,976 | 42,544 | 6 6 |
| 2. Addition to Government rations in poor-houses | 791 | 387 | 15 7 |
| 3. Addition to persons' outside poor- houses | 5,803 | 1,943 | 5 11 |
| 4. Casual donations to destitute poor | 8,678 | 10,972 | 9 11 |
| | | 55,848 | 4 11 |
| OBJECT II . . . Nil | | | Nil |
| OBJECT III— | | | |
| 1. Clothing to respectable poor | 17,089 | 17,240 | 1 2 |
| 2. Relief given in kind to respectable poor | 450 | 1,419 | 5 0 |
| 3. Relief given in cash | 1,608 | 55,096 | 15 7 |
| | | Families, | |
| 4. Grain-shop for the poor | 9,506 | 4,892 | 1 6 |
| | | 78,849 | 7 3 |
| OBJECT IV— | | | |
| 1. Assistance to cultivators by money grants | 30,608 | 1,85,736 | 14 0 |
| 2. Assistance in kind (including 3,784 bullocks bought for Rs.6,215-12-3) | 7,897 | 1,07,470 | 7 1 |
| | | 2,93,207 | 5 1 |
| OBJECT V— | | | |
| Miscellaneous | ... | 461 | 6 3 |
| Grand Total | | 4,28,165 | 7 6 |

237. Government rations were found to be sufficient in all cases and a very small amount, namely, Rs. 2,331, was expended in supplementing them with grants from the fund. Rice was for some time given to weak and rickety children, but this was objected to by Government and was stopped.

238. Payment in cash, in accordance with the requirements of each family, was found to be the most economical form of relief. We spent Rs. 55,097 on this object and supported 1,606 families for 10 months.

239. Yes. The agriculturists being the first and the worst sufferers, and the loss of cattle being felt most keenly by them, it was necessary, I think, that the major portion of the fund should have been spent on them.

240. Yes, for if the help had not been given a large portion of the land would have lain fallow. We gave Rs. 2,93,207, which enabled 348,874 acres of land to be cultivated.

241. One hundred and thirteen thousand six hundred and twenty-eight acres with kharif, 235,246 acres with rabi, making a total of 348,874 acres.

242. Relief operations being commenced in time the number of wanderers never became so large as to attract attention. Whenever, however, wanderers who could not work were seen, they were put on the dole register of

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Mr. G. D. Panse: villages where they happened to be, and if they happened to be at a place where there was a poor-house, they were sent there.

23rd Feb. 1898. 243. Relief works undertaken being sufficient for the district and gratuitous relief being extended as far as it was legitimate, there was, as said above, no large number of wanderers.

244. No.

245. Most of the wanderers that were seen belonged to this district and only a small number of them were from the neighbouring districts or Native States. They were attracted to this district by the early opening of the relief works here at a time when no such measures were begun in the Nizam's Dominions.

246. No difference was made in the form of relief given to wanderers from this district and to those coming from other districts or States.

247. When the number of wanderers or emigrants from Native States is large, the authorities in the Native States should be requested to take charge of them and to make arrangements for their maintenance. Failing that, Government might maintain them at first and recover the cost from the Native States afterwards. I think that wanderers from other districts may be retained in the poor-houses or on the village dole of the district.

248. The following is the death rate per thousand during the years 1890-91 to 1896-97.

| | Death rate per 1000 of population. |
|-------------------|--|
| 1890-91 | 28.3 |
| 1891-92 | 28 |
| 1892-93 | 23.35 |
| 1893-94 | 24.88 |
| 1894-95 | 29.01 |
| 1895-96 | 27.88 |
| 1896-97 | 29.94 |

249. The higher ratio is due to cholera of a virulent type, and cannot in my opinion be attributed to scarcity of food or to the indirect effects of such scarcity.

250. Yes.

251. I have no personal experience of the truth of the observation. But I do not believe dryness of a season is favourable to low mortality. Diseases such as fever, etc., are absent in a dry season, but their place is taken by others, such as cholera, etc.

252. The supply of potable water had indeed run short and impurities must have concentrated in the short supply. The outbreak of cholera which is the cause of the higher number of deaths may be attributed to this.

253. There was not any abnormally high rise in the number of such diseases, and the few cases that did occur, could not, I believe, be attributed to insufficient or unwholesome food.

254. The diet given in the Code appears sufficient to maintain recipients of relief in health.

255. There were no deaths due to starvation or to privation.

256. There were no deaths due to starvation.

257. The increased mortality cannot be attributed to insanitary conditions prevailing in relief camps, poor-houses and kitchens, etc. For the numbers that died in them was very small. Every practicable precaution was taken to protect the water-supply for relief camps and poor-houses from contamination. The measures of State relief do not appear to me to be defective either in principle or in working.

258. I could not get as many Hospital Assistants as indicated for. Those that were sent to the district were provided with adequate supplies of medicines and medical comforts.

259. The 1871 census gives the population of the district at 816,037, while that of 1891 gives it at 796,330, showing a decrease of 19,698.

260. The death rate per mille in 1882-83 was 19, which shows an almost continuous increase till 1891-92, except in the year 1886-87. The two succeeding years show a slight decrease, but 1894-95 and 1895-96 show a death rate of 29.01 and 27.88, respectively, while that of 1896-97 shows 29.94.

261. There has been no increase in the population according to the decennial census.

263. It is difficult to accurately gauge the effect produced by the causes mentioned, but there can be no doubt that they have materially helped the growth of the population.

264. The area under food-grain cultivation does not seem to have much increased, but it varies from year to year. Area under other crops may be said to show a fair increase.

265. I think the increased facilities for export afforded by the Railway and good roads is the principal cause of the increase. So far as existence depends upon the prices of food stuffs, I think for some people it has been rendered less easy and safe than when corn sold thrice or four times as cheap as now.

266. I have no reliable statistics to enable me to arrive at a definite conclusion, but there can be no doubt that wages have risen though not in the same proportion as the prices.

267. As far as this District is concerned, there is no doubt that there is a diminished stock of food, but I cannot positively say how far this diminution is caused by higher prices unaccompanied by a corresponding rise in the wages. Dearer food and low wages are factors which are likely to intensify scarcity into a famine more rapidly than under favourable conditions.

268. There can be no doubt that under favourable conditions population tends to increase faster than the supply of food. And in the absence of positive and preventive checks, it must multiply to a limit beyond which maintenance would be extremely difficult. As far, however, as this District is concerned, this limit has not been fortunately yet reached.

269. In the absence of the above mentioned checks, emigration is the only remedy.

270. Emigration to favourable tracts is a solution the value of which, however, it will take long for the extremely conservative people of India to adequately appreciate.

271. A large mass of people still remains uneducated, and, even in the educated portion of the population, the custom of early marriage still prevails uninterrupted. In the educated classes themselves the female portion lags very far behind.

The period of time within which education can be expected to have the effect contemplated is not within measurable distance, and education of the masses may be left out of consideration for the present in thinking about the measures for ameliorating the condition of the people and preventing famine.

272. The establishment of an equilibrium of this sort is no doubt desirable from a purely economic point of view. But the higher considerations of the preservation of human life must demand our attention, and it may be hoped that medical science will do something to obviate the evil effects of increased irrigation.

273. Jowari is the staple food for both artizans and labourers throughout the year, though rice is substituted on rare occasions as a luxury.

274. They generally take three meals consisting of jowari bread with onions, chillis, dal, oil and whey.

275. In place of jowari, ragi is ordinarily substituted.

276. Ragi is the only substitute.

277. They would be willing to consume other grains, but none are available in times of scarcity.

278. jowari in all places except in some cases on relief works where ragi was used.

279. Two meals consisting of the above-mentioned articles—jowari bread, dal, onions and oil.

280. There were no complaints except in the case of small children, for whom rice was asked. In some instances they wanted three meals in the day.

Q. 281.

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| Sex. | Prison and poor-house. | Jowari flour. | Dal. | Salt. | Onions. | Condi-ments. | Vegeta-bles. | Fuel. | Oil. | Tamarind without seed. |
|--------------|------------------------|---------------|------|--------|---------|--------------|--------------|-------|------|------------------------|
| | | Oz. | Oz. | Drams. | Drams. | Drams. | Drams. | lbs. | | |
| Male . . . | Hard labour . . . | 24 | 5 | 8 | 4 | 4 | 8 | 1 | 8 | 3 |
| Female . . . | | 20 | 4 | 8 | 4 | 4 | 8 | 1 | 8 | 3 |
| Male . . . | Light labour . . . | 22 | 4 | 8 | 4 | 4 | 8 | 1 | 8 | 3 |
| Female . . . | | 20 | 4 | 8 | 4 | 4 | 8 | 1 | 8 | 3 |
| Male . . . | Poor-houses . . . | 16 | 2 | 5 | 5 | 8 | ... | ... | ... | ... |
| Female . . . | | 14 | 2 | 5 | 5 | 8 | ... | ... | ... | ... |

The above comparative table will show that the prison rations are more liberal than famine rations.

282. The rise in prices was at first disproportionately large and was due to sudden panic.

282 (*Addenda*). There was a great panic at first when the rains failed and grain was withheld. But after the first few weeks the prices obeyed the natural law of supply and demand, and as far as this district is concerned I know for certain that there was no combination among the merchants to artificially keep up the prices.

282 (a). The bazar rates were not fixed by any persons, but were ruled by the cost of importation and briskness of demand.

283. I have not had time to collect materials that would enable me to answer this question.

283 (a). The difference was always reasonable and could be accounted for by the ordinary circumstances controlling prices.

284. The grain-dealers were alive to their own interests and took advantage of the high prices in importing grain.

284 (*Addenda*). The accompanying table gives the fluctuations in the prices of jowari for the 12 months ending 31st October 1897. The imports readily responded to the rise in prices, and there were, I believe, no impediments to free importation of corn at any time.

| Week ending | JOWARI. | | | | | | | |
|---------------------------|----------|-------|---------|--------------|----------|-----------|---------|----------|
| | Bijapur. | Indi. | Sindgi. | Mudde-bihal. | Bagewadi | Bagalkot. | Badami. | Hungund. |
| | lbs | lbs | lbs | lbs | lbs | lbs | lbs | lbs |
| November 1896. | | | | | | | | |
| 7th | 19½ | 21 | 26½ | 20½ | 25½ | 20 | 23½ | 22 |
| Ordinary prices | 60 | 63 | 56 | 65 | 66½ | 60 | 64 | 60 |
| 14th | 17½ | 21 | 21 | 13½ | 16½ | 16 | 16½ | 18 |
| Ordinary prices | 60 | 59½ | 56 | 65 | 66½ | 60 | 64 | 64 |
| 21st | 22½ | 21 | 21 | 17 | 16½ | 12 | 19½ | 24 |
| Ordinary prices | 60 | 59½ | 56 | 65 | 66½ | 64 | 64 | 60 |
| 28th | 21 | 22½ | 22½ | 20½ | 20½ | 22 | 21½ | 24 |
| Ordinary prices | 60 | 59½ | 56 | 65 | 66½ | 60 | 64 | 60 |
| December 1896. | | | | | | | | |
| 5th | 21 | 21 | 22½ | 17 | 20½ | 20 | 21½ | 21 |
| Ordinary prices | 60 | 59½ | 56 | 65 | 66½ | 60 | 68 | 60 |
| 12th | 21 | 21 | 22½ | 17 | 19½ | 21 | 23½ | 22 |
| Ordinary prices | 60 | 62½ | 56 | 65 | 66½ | 60 | 68 | 60 |
| 19th | 20½ | 17½ | 22½ | 18½ | 21½ | 21 | 20½ | 22 |
| Ordinary prices | 60 | 59½ | 56 | 65 | 66½ | 56 | 68 | 64 |
| 26th | 21 | 21 | 21 | 18½ | 20½ | 22 | 22½ | 22 |
| Ordinary prices | 60 | 63 | 56 | 65 | 66½ | 56 | 63 | 64 |

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| Week ending | JOWARI. | | | | | | | |
|---------------------------|-------------------|------------------|------------------|-------------------|-------------------|------------------|-------------------|----------|
| | Bijapur. | Indi. | Sindgi. | Mudde- bihal. | Bagewadi. | Bagalkot. | Badami. | Hungund. |
| | lbs | lbs | lbs | lbs | lbs | lbs | lbs | lbs |
| January 1897. | | | | | | | | |
| 2nd | 21 | 21 | 21 | 18 $\frac{7}{10}$ | 20 $\frac{7}{10}$ | 22 | 21 $\frac{7}{10}$ | 22 |
| Ordinary prices | 60 | 56 | 56 | 65 | 66 $\frac{1}{2}$ | 56 | 64 | 64 |
| 9th | 21 | 21 $\frac{1}{2}$ | 21 | 18 $\frac{7}{10}$ | 21 $\frac{1}{2}$ | 23 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 65 $\frac{1}{2}$ | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 56 | 64 | 64 |
| 16th | 21 | 21 $\frac{1}{2}$ | 21 | 18 $\frac{7}{10}$ | 22 $\frac{1}{2}$ | 22 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 64 | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 58 | 64 | 64 |
| 23rd | 22 $\frac{1}{2}$ | 21 | 21 | 20 $\frac{1}{2}$ | 21 $\frac{1}{2}$ | 22 | 26 | 22 |
| Ordinary prices | 63 | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 56 | 64 | 56 |
| 30th | 24 $\frac{1}{10}$ | 21 | 21 | 18 $\frac{7}{10}$ | 22 $\frac{1}{2}$ | 22 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 63 | 56 | 56 | 65 | 55 $\frac{1}{2}$ | 56 | 68 | 52 |
| February 1897. | | | | | | | | |
| 6th | 22 $\frac{1}{2}$ | 21 | 21 | 18 $\frac{7}{10}$ | 22 $\frac{1}{2}$ | 22 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 51 $\frac{1}{2}$ | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 56 | 68 | 56 |
| 13th | 21 $\frac{1}{2}$ | 21 $\frac{1}{2}$ | 21 | 18 $\frac{7}{10}$ | 22 $\frac{1}{2}$ | 22 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 51 $\frac{1}{2}$ | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 56 | 68 | 56 |
| 20th | 22 $\frac{1}{2}$ | 22 $\frac{1}{2}$ | 21 | 18 $\frac{7}{10}$ | 22 $\frac{1}{2}$ | 21 $\frac{1}{2}$ | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 51 $\frac{1}{2}$ | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 54 | 68 | 56 |
| 27th | 22 $\frac{1}{2}$ | 21 $\frac{1}{2}$ | 21 | 18 $\frac{7}{10}$ | 22 $\frac{1}{2}$ | 20 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 51 $\frac{1}{2}$ | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 56 | 68 | 56 |
| March 1897. | | | | | | | | |
| 6th | 20 $\frac{1}{2}$ | 21 | 21 | 20 $\frac{1}{10}$ | 22 $\frac{1}{2}$ | 20 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 53 $\frac{7}{10}$ | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 56 | 72 | 56 |
| 13th | 20 $\frac{1}{2}$ | 21 | 21 | 20 $\frac{7}{10}$ | 20 $\frac{1}{2}$ | 22 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 53 $\frac{7}{10}$ | 56 | 56 | 65 | 59 $\frac{1}{2}$ | 58 | 72 | 60 |
| 20th | 20 $\frac{1}{2}$ | 21 | 21 | 20 $\frac{1}{10}$ | 20 $\frac{7}{10}$ | 20 | 23 $\frac{1}{10}$ | 22 |
| Ordinary prices | 53 $\frac{7}{10}$ | 56 | 56 | 62 | 59 $\frac{1}{2}$ | 58 | 72 | 60 |
| 27th | 20 $\frac{1}{2}$ | 19 $\frac{1}{2}$ | 20 $\frac{1}{2}$ | 18 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 19 | 22 | 22 |
| Ordinary prices | 53 $\frac{7}{10}$ | 59 $\frac{1}{2}$ | 56 | 61 | 59 $\frac{1}{2}$ | 58 | 72 | 60 |
| April 1897. | | | | | | | | |
| 3rd | 20 $\frac{1}{2}$ | 19 $\frac{1}{2}$ | 19 $\frac{1}{2}$ | 18 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 21 | 19 $\frac{1}{2}$ | 20 |
| Ordinary prices | 53 $\frac{7}{10}$ | 59 $\frac{1}{2}$ | 56 | 62 | 59 $\frac{1}{2}$ | 56 | 68 | 60 |
| 10th | 21 | 18 $\frac{1}{2}$ | 20 $\frac{1}{2}$ | 18 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 21 | 22 | 20 |
| Ordinary prices | 53 $\frac{7}{10}$ | 59 $\frac{1}{2}$ | 56 | 62 | 59 $\frac{1}{2}$ | 55 | 68 | 60 |
| 17th | 21 | 19 $\frac{1}{2}$ | 19 $\frac{1}{2}$ | 18 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 22 | 23 $\frac{1}{10}$ | 20 |
| Ordinary prices | 53 $\frac{7}{10}$ | 56 | 56 | 59 $\frac{1}{2}$ | 59 $\frac{1}{2}$ | 54 | 68 | 60 |
| 24th | 21 | 20 $\frac{1}{2}$ | 19 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 20 $\frac{7}{10}$ | 23 | 23 $\frac{1}{10}$ | 20 |
| Ordinary prices | 53 $\frac{7}{10}$ | 56 | 56 | 59 $\frac{1}{2}$ | 59 $\frac{1}{2}$ | 54 | 68 | 64 |
| May 1897. | | | | | | | | |
| 1st | 21 $\frac{3}{10}$ | 21 | 19 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 20 $\frac{7}{10}$ | 23 | 24 $\frac{1}{10}$ | 20 |
| Ordinary prices | 45 $\frac{3}{2}$ | 56 | 56 | 59 $\frac{1}{2}$ | 59 $\frac{1}{2}$ | 56 | 64 | 60 |
| 8th | 21 | 21 | 19 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 20 $\frac{7}{10}$ | 23 | 21 $\frac{7}{10}$ | 20 |
| Ordinary prices | 45 $\frac{3}{2}$ | 52 $\frac{1}{2}$ | 56 | 59 $\frac{1}{2}$ | 59 $\frac{1}{2}$ | 56 | 64 | 60 |
| 15th | 21 | 21 | 21 | 20 $\frac{7}{10}$ | 20 $\frac{7}{10}$ | 21 | 20 $\frac{1}{10}$ | 22 |
| Ordinary prices | 45 $\frac{3}{2}$ | 52 $\frac{1}{2}$ | 56 | 59 $\frac{1}{2}$ | 59 $\frac{1}{2}$ | 52 | 64 | 60 |
| 22nd | 21 | 21 | 20 $\frac{1}{2}$ | 18 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 21 | 19 $\frac{1}{2}$ | 19 |
| Ordinary prices | 45 $\frac{3}{2}$ | 52 $\frac{1}{2}$ | 56 | 59 $\frac{1}{2}$ | 59 $\frac{1}{2}$ | 52 | 64 | 56 |
| 29th | 20 $\frac{1}{2}$ | 20 $\frac{1}{2}$ | 20 $\frac{1}{2}$ | 18 $\frac{1}{2}$ | 20 $\frac{7}{10}$ | 22 | 19 $\frac{1}{2}$ | 19 |
| Ordinary prices | 45 $\frac{3}{2}$ | 52 $\frac{1}{2}$ | 56 | 59 $\frac{1}{2}$ | 59 $\frac{1}{2}$ | 54 | 64 | 60 |

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| Week ending | JOWARI. | | | | | | | |
|---------------------------|---------|-------|---------|------------------|-----------|-----------|---------|----------|
| | Bijapur | Indi. | Sindgi. | Mudde- bihal. | Bagewadi. | Bagalkot. | Badami. | Hungund. |
| | lbs | lbs | lbs | lbs | rs | lbs | lbs | lbs |
| June 1897. | | | | | | | | |
| 5th | 19½ | 20½ | 20½ | 16½ | 20½ | 21 | 19½ | 19 |
| Ordinary prices | 51½ | 52½ | 56 | 59½ | 59½ | 54 | 64 | 60 |
| 12th | 18½ | 18½ | 20½ | 16½ | 20½ | 20 | 17½ | 18 |
| Ordinary prices | 51½ | 52½ | 56 | 59½ | 59½ | 56 | 64 | 60 |
| 19th | 10½ | 18½ | 19½ | 16½ | 20½ | 21 | 17½ | 18 |
| Ordinary prices | 51½ | 52½ | 56 | 59½ | 59½ | 56 | 64 | 60 |
| 26th | 17½ | 18½ | 17½ | 16½ | 16½ | 19 | 18½ | 18 |
| Ordinary prices | 51½ | 52½ | 56 | 59½ | 59½ | 54 | 64 | 56 |
| July 1897. | | | | | | | | |
| 3rd | 16½ | 16½ | 16½ | 14½ | 16½ | 18½ | 18½ | 16 |
| Ordinary prices | 51½ | 49 | 56 | 59½ | 55½ | 51 | 64 | 58 |
| 10th | 14 | 14½ | 14 | 14½ | 14½ | 18 | 18½ | 16 |
| Ordinary prices | 51½ | 49 | 52½ | 59½ | 55½ | 52 | 64 | 60 |
| 17th | 14½ | 14½ | 14 | 14½ | 14½ | 16½ | 17½ | 14 |
| Ordinary prices | 51½ | 49 | 52½ | 59½ | 55½ | 52 | 64 | 56 |
| 24th | 14½ | 14½ | 13½ | 14½ | 14½ | 17½ | 17½ | 14 |
| Ordinary prices | 51½ | 49 | 52½ | 59½ | 55½ | 52 | 64 | 56 |
| 31st | 14½ | 14½ | 13½ | 14½ | 14½ | 16½ | 18½ | 14 |
| Ordinary prices | 51½ | 49 | 49 | 59½ | 55½ | 48 | 60 | 56 |
| August 1897. | | | | | | | | |
| 7th | 14 | 14 | 18½ | 14½ | 14½ | 17 | 17½ | 14 |
| Ordinary prices | 49½ | 49 | 49 | 59½ | 55½ | 52 | 60 | 56 |
| 14th | 14 | 14 | 18½ | 14½ | 14½ | 16 | 17½ | 14 |
| Ordinary prices | 49½ | 49 | 52½ | 59½ | 55½ | 52 | 60 | 56 |
| 21st | 14 | 14 | 18½ | 14½ | 14½ | 17 | 17½ | 16 |
| Ordinary prices | 49½ | 50½ | 52½ | 59½ | 55½ | 52 | 60 | 56 |
| 28th | 14 | 14 | 18½ | 14½ | 14½ | 17 | 17½ | 18 |
| Ordinary prices | 49½ | 49 | 52½ | 59 | 55½ | 52 | 60 | 56 |
| September 1897. | | | | | | | | |
| 4th | 14 | 18½ | 18½ | 14½ | 14½ | 17 | 17½ | 14 |
| Ordinary prices | 35½ | 49 | 52½ | 59 | 55½ | 50 | 44 | 56 |
| 11th | 14 | 14 | 18½ | 14½ | 14½ | 16½ | 17½ | 14 |
| Ordinary prices | 35½ | 47½ | 49 | 59 | 55½ | 46 | 44 | 43 |
| 18th | 15½ | 14½ | 12½ | 14½ | 14½ | 17 | 18½ | 16 |
| Ordinary prices | 35½ | 49 | 45½ | 40½ | 44½ | 40 | 44 | 44 |
| 25th | 17½ | 14½ | 18½ | 14½ | 20½ | 24 | 23½ | 18 |
| Ordinary prices | 35½ | 42 | 42 | 40½ | 40½ | 48 | 44 | 44 |
| October 1897. | | | | | | | | |
| 2nd | 26½ | 17½ | 17½ | 16½ | 24½ | 26 | 26½ | 21 |
| Ordinary prices | 24½ | 38½ | 42 | 44½ | 48½ | 36 | 44 | 40 |
| 9th | 28 | 17½ | 17½ | 16½ | 25½ | 26 | 26½ | 24 |
| Ordinary prices | 24½ | 31½ | 38½ | 40½ | 37 | 38 | 32 | 38 |
| 16th | 24½ | 21 | 17½ | 18½ | 25½ | 28 | 28½ | 24 |
| Ordinary prices | 24½ | 28 | 31½ | 29½ | 37 | 27 | 36 | 26 |
| 23rd | 23½ | 21 | 19½ | 18½ | 25½ | 28 | 26½ | 24 |
| Ordinary prices | 24½ | 24½ | 28 | 28½ | 25½ | 26 | 22 | 27 |
| 30th | 24½ | 21 | 21 | 22½ | 25½ | 27 | 23½ | 26 |
| Ordinary prices | 24½ | 24½ | 28 | 23½ | 25½ | 26 | 21 | 26 |

Mr. G. D. Panse. 285. Local circumstances operated in preventing people from getting corn at the rate in the grain markets, and they had sometimes to pay higher prices.

286. The wages were calculated at the rates prevailing in the preceding week, and thus they could not always get corn at the rates supposed to be current when their wages were determined. But the difference was at no time very great.

287. There were some exports in the beginning, but they were very small when compared with the imports—

| | | |
|---|-------------------|---------|
| | | Maunds. |
| *From February 1897 to end of October 1897. | The imports were | 827,900 |
| | The exports* were | 19,300 |

288. Merchants made some profit, but I came across no instances of a fortune being made by commercial speculation in the famine.

289. There are very few grain-pits and those that existed were opened and depleted.

290. Some of the cultivators sold their surplus stock, but some kept them back thinking that the famine was going to last for some years more.

291. The cultivators, I am of opinion, got proportionately high prices with the grain-dealers.

292. The difference between the wholesale and retail rates was not much affected by the famine, though in some cases it did so happen that a retail dealer taking advantage of the necessity of the buyer charged high rates. At the beginning, owing to panic, the difference between wholesale and retail prices was very large. Some of the merchants had with them stocks of grain purchased at very advantageous prices before the famine began.

293. The number of grain-pits has much diminished as, owing to facilities of export, there remains no surplus stock of grain in the country available for being stored in pits.

294. There were no exports worth notice. I have no means of ascertaining what the final destination was of the few exports that took place.

Yes. Private trade is always ready to import, as is clear from the large quantity imported into this district.

295. The under-tenants were largely in excess of State ryots.

296. To the labouring and the wandering classes such as Lamanis, etc.

297. Inability to get employment either agricultural or non-agricultural. There are very few non-agricultural works going on at any time except that of weaving, which too failed.

298. There were no works available and wages never rose.

299. As far as Bijapur is concerned I do not think that foreign competition has had any effect on the artizans. The weavers of this district produce cloth which is not yet produced by the mills.

300. I can compare only the two famines of 1877 and of 1897. In the latter year people had less power of resistance, I think, owing to the famine of 1891 which preceded it having reduced their resources.

301. I have no experience in the matter.

302. In 1877 large quantities of gold and silver were sold, but this was not the case in the recent famine, partly because they had no ornaments to sell and partly because relief operations were commenced betimes.

303. Imports of grain being unrestricted bounties are out of question. Loans were unnecessary as sufficient capital was always available.

303. Except advice nothing was done by Government officers to encourage imports.

303 A. Except Government officers giving advice nothing was done to stimulate imports.

304. I do not think the cost of relief would be reduced by such a step on the part of Government. Government agency is always cumbrous and very expensive owing to the necessity of maintaining extra establishment for shops, etc. The price of food grains in the market would not, I believe, have been affected, because there being no unnatural combination amongst merchants the prices obeyed the ordinary laws of supply and demand. Private trade would have been affected to the extent to which the demand for corn of people on the relief works would fall off, and it being not so advantageous

to import small quantities the quantity imported would have diminished to a certain extent and the prices risen.

304. No Burma rice was imported.

305. No such rings were formed in this district.

305 A. I have had no time for considering this question.

77 A. The objection to go long distances is not specially marked in any tribe or locality.

(*President*).—The census of 1881 showed a reduction of one-fifth over the census of 1871, due to the famine of 1876-77. What recovery was made by 1891?—The census of 1881 showed a population of 666,000; that of 1891, 796,339.

I suppose the population must have increased to about what it was in 1871?—Yes, I think so.

Was there any scarcity between the famine of 1876-77 and that of 1896-97?—Yes, we had a small famine in 1891-92.

Was any relief given during that famine?—Yes, small relief works were opened.

Was the failure all over the district or only in certain parts?—The failure occurred in certain taluks only and not over the whole district.

Was there any loss of life from starvation in 1891-92?—No, there was no loss.

Did prices go very high during that time?—Yes. Prices went very high but the market steadied in a month. Prices went up to 25 lbs. or 10½ seers per rupee. The grain in question was cholam.

Was the failure of crops in 1896-97 greater than that in 1891-92?—Yes, it was much greater.

When did distress first begin to show in 1896?—It began in October 1896: prices went up gradually in November, and reached their highest point in July 1897. The prices were 14 lbs. at Bijapur and 12 lbs. at Muddebihal.

Did prices vary much in the different taluks?—No, not much, only 1 or 2 lbs. In places distant from the railway prices were highest.

What was the first thing done in the way of relief works at the commencement of the famine?—The first thing done was to declare famine, in consultation with the Commissioner, in November, and to appoint relief circle officers. The first relief work was opened on the 16th November, but before that there were some test works; these were opened when numbers began to increase.

Were test works well attended?—Yes. I had to appoint 120 Circle Inspectors.

Were Circle Inspectors appointed in the same month?—They were appointed in November and December.

Who made out the gratuitous relief lists?—They were first made out by the Mamlatdars who inspected every house and gave information. The lists were then checked by the Circle Inspectors.

When did gratuitous relief in villages begin?—It began in the last week of November.

Was gratuitous relief given in the shape of grain doles?—Yes.

Was the number of recipients of this form of relief large?—Yes.

Were kitchens also opened?—When the number of recipients was large I opened kitchens or branch poor-houses. Twenty-eight branch poor-houses were opened throughout the district.

What class of people attended the kitchens?—They were Lingaits, Lamanis and Waddas and the low class people.

What classes refused to go to kitchens?—All except Brahmins accepted gratuitous relief. Other high classes would have refused cooked food, but I appointed Lingaits as attendants at the kitchens, as all except Brahmins accept food from Lingaits; so I had very little trouble.

Are the Bedars considered low class people?—Yes.

How many kitchens were opened?—I started kitchens in 28 out of 1,123 villages.

What rule decided whether people were to get relief at their own homes or at kitchens?—This was decided according to the Code: first on enquiry by Mamlatdars, then by the Circle Inspectors. The dole was given in the presence of the village Panchayat.

Why were kitchens started in certain places and not in others?—Kitchens were opened when numbers on gratuitous relief went high. I wished to find out actual need of relief, and the result was that numbers went down.

Were people who refused a grain dole in their villages allowed to go to kitchens?—No such cases were brought to notice.

What regulated admissions to kitchens?—The admission was only in substitution of grain doles.

Were nursing mothers and pregnant women allowed doles in the villages?—Yes, but other able-bodied women had to go to the works.

Were Goshia women allowed doles?—Not very many; only an average of 46 were relieved daily in the whole district.

Did the attendance at kitchens rise very high in September and October?—Yes, numbers went high in those months and then stopped. Heavy rain fell and all relief works and kitchens were closed except two works. In September 60,000 persons were fed at kitchens and in October 55,000.

What was the village dole during those months?—In September and October 305,702 and 219,764 respectively, received grain doles according to the Famine Code.

(*Mr. Holderness.*)—You divide those figures by 30 to get the daily average?—Yes.

(*President.*)—Did the sudden stopping of grain dole and village relief throw people into difficulties?—No, I don't think so; because prices had fallen by then and the first crop had come in.

Did the people who ordinarily live on charity find relief?—Yes. They got charity in the villages and fields.

Are the Lingaits the most numerous caste who got relief?—Yes. But Lingait is not a caste, but a religion; it includes traders and others.

Did village relief and relief on works begin and end at the same time?—Yes, except the two already referred to.

Do you think that that is the proper way of managing relief?—Yes. I think that is the proper way to manage a famine; the crops were ready and relief stopped. If there had been no crops work would have continued.

Which were the affected taluks?—All the taluks in the district were affected.

There were works in every taluk?—Yes, as shown by the map.*

They were all in the nature of road works and metal collecting?—Yes. But subsequently two tank works were undertaken in the Sindgi taluka.

Were huts provided on all works?—Yes, but not to a sufficient extent for want of materials.

Did people as a rule reside on works or go back to their villages?—They were compelled to reside on the works.

What sort of huts were made?—Huts were made of bamboo *tattis*.

Did they keep out the rain?—No. I made a proposal in this connection, but it was not found possible to give it effect.

Did those people who could not get shelter in the huts camp outside?—Yes, but many went to neighbouring villages.

Were they compelled to reside on works?—Yes.

How was this done?—The Circle Officers compelled them to reside where huts were provided. If they refused to occupy the huts, they were told to go away altogether.

Was this when work was first opened or later on?—It was later on: at the beginning there were no sheds so the people lived where they could.

Was there much high wind on these works?—Yes. There is a high wind in this district during the rainy season from June to September.

Were the bamboo huts blown down?—Yes; when not blown down they were often unsuited for residence on account of the damp.

When this happened did people in the neighbouring villages always accommodate the relief workers?—They made no difficulty. This district is peculiar, as there are many temples, etc., which afford accommodation.

Did the people come to relief works from distant villages as well as from those near by?—No. The people did not come from far. They were drafted as works were completed. Workers go to a distance unwillingly as they like to be near their homes.

In Madras people will not go from the villages to works which are at any great distance. Did the Civil, Revenue, and other officers press the people to go on to such works in your district?—They were not pressed, but were advised to go if they required relief, but there were no instances of people living at a distance and requiring relief who eventually refused to go a distance for work. We had a large metal collecting work in Bijapur, but as the metal was of inferior quality, the work was stopped and the people drafted to tank work.

In what month did the Superintending Engineer stop the work here?—In May.

What distance is the furthest work?—Thirty miles off.

In what month was the small work near Bijapur opened?—In August or at the end of July.

Then for a couple of months or more they had no work to go to?—No. Work was opened in consultation for 3,000 persons and this number went up to 10,000.

Did you find the number on village relief get very large?—Numbers got up to two or three thousand when a large work was opened on the Sindgi road.

Was work going on all along the road?—No. That was impossible. We worked at the road in patches, but got the whole of the road finished by the end of the famine.

Did people take their wives and children to the works?—Yes. Many took their families to the works with them, leaving their old dependants at home, who were put on grain doles. The families on the works received the D wage.

There were more women and children than men on relief works?—Yes, in the proportion of 10 to 6.

Why did the men stay at home?—They stayed at home to look after the fields, etc., and some went to the Belgaum district to graze their cattle.

Are there any forests in Bijapur?—Yes, but none suitable for grazing.

Were they opened?—Yes, in September and others in November.

The contractors made a good thing?—No, there was no grass available.

Are there any poor classes who refused to join relief works or to send their women and children there?—No, but there were cases in which they declined kitchen relief. The weavers, however, did not go to the relief works.

Are there two classes of weavers here?—Yes, they include several castes; the weavers are Mussulmans, Lingaits, and Hatgurs.

Are there some weavers who do agricultural work in addition to weaving?—There are instances, but very few. They are mostly exclusively weavers.

When you began work did you begin according to the Code?—Yes.

Were any changes made afterwards?—Twelve changes were made. These are mentioned in my written evidence. I would mention the case of village school boys. A dole was sanctioned to school boys. Ten thousand two hundred and eighty-six boys were relieved from June to October.

Was this form of relief given to school boys of all classes?—It was given to school boys whose parents were on relief and unable to relieve them themselves.

I see you say that you recommended a three hours, cessation of work from 12 to 3 which was sanctioned, and that numbers rose to 54,000. Do you also think that some reduction of task ought to be made when the heat is unbearable?—Yes, I think a reduction of task is necessary during the hottest months.

Did not this result in an increase in the number of fines?—Yes, but the increase was also due to a Circular issued by the Superintending Engineer directing the infliction of fines below the minimum. The Superintending Engineer's Circular was issued without consulting me, in June 1897. Before that time I had always insisted on the observance of the Code rule not to fine below the minimum except in contumacious cases. I was first informed of the Superintending Engineer's Circular by a letter from the Executive Engineer

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which came to me after I had made several enquiries without receiving an answer. From that time, as the statement * I show will prove, the numbers of people fined increased and the number of people fined below the minimum was considerable. In fact from the time of the Superintending Engineer's Circular we called the work "piece-work" as payment was made by result. The Commissioner directed that the Superintending Engineer's Circular should be suspended as it did not relate to technically professional matters and had been issued without consulting me. It was not, however, cancelled, as an arrangement was come to and a new Circular was issued by the Superintending Engineer in consultation with the Commissioner on the 6th August 1897. That new Circular was intended to provide against wholesale fining or fines below the minimum except in cases of wilfulness. But it is doubtful in my opinion whether it had sufficient effect in that direction, as it required a greater knowledge of the reasons of short work than the Sub-Divisional officer could possibly acquire. I inspected some works after that Circular was supposed to be in force and I found that fines seemed to be inflicted unscrupulously when there was no reason to think there was anything wilful in the non-completion of the work. In a great many cases some gangs very nearly completed their tasks and were fined and others had exceeded their tasks and got no reward. I reported the facts to the Commissioner in my letter of the 9th August.

Did you find some falling off in the condition of the people owing to these reduced wages?—Later on I did find some falling off; had they gone on long there would have been emaciation.

To whom was the duty of classifying labourers entrusted?—The Commissioner issued a Circular on the 13th August 1897, saying that the work of classifying labourers was the duty of the Collector and his officers.

Was the Commissioner's order carried out?—Yes, but it was not always satisfactory.

Was the moving of a man from one class to another afterwards done by the Public Works Department?—Yes.

What classes were mostly fined?—Fines were mostly inflicted in the B and C classes. In the A class about 11 per cent. None in the D class, as they were only dependants and not workers.

Was there much difference between the B and C classes?—Very little difference between the tasks of the two, but I have suggested that there should be only two classes B and D.

How do you explain the fact that people did not work up to the task. Was it owing to the hot weather?—75 per cent. of the famine task work was done; this shows that work was pretty satisfactory. People seem to suffer in very hot weather. I suggested some reduction in the task, but it was not sanctioned.

Do you think the D wage sufficient?—Yes, for people who do no work.

And what do you think of the C wage?—I suggest that there should be only two classes B and D—B for all who work and D for non-workers. If the C class worker cannot work up to the B task he should be put in the D class or go to a kitchen or poor-house.

Do you think that the B wage would give a family consisting of a man, a woman and 2 or 3 children more than was sufficient for them to live on?—The best answer I can give to this question will be found in para. 181A. of my famine report.

On what grain was the wage calculated?—Jowar.

Was it yellow or white jowar?—Yellow jowar of medium quality.

I have been told on good authority that white jowar was used. Is this so?—No calculation on white jowar was possible as it is not procurable in this district.

What grains were cheaper than yellow jowar?—At that time ragi was cheaper, but it cannot always be procured. We ordered some up from Madras for poor-houses.

Were people on works able to get ragi?—Yes.

How was the ragi brought up from Madras?—It was brought up by railway by merchants and my agents; that got up by me was by the help of the Charitable Relief Fund, and sold at a "cheap shop" in Bijapur. Of course the grain was not available to the relief workers, as the relief works were a long way off from Bijapur.

Did the people on works buy ragi from other people as well?—Yes, they did; merchants later on got up ragi and sold it at the works.

What is the difference in price between ragi and yellow jowar?—The difference was about 7 lbs. per rupee.

Were people who were on works allowed to go to the cheap shop in Bijapur?—Yes, they were admitted to the cheap shop by the Committee by ticket, a maximum purchase of 12 annas worth being allowed; relief workers close to the town were also admitted to the shop.

Is ragi less nutritious than jowar?—Yes, it is supposed to be so.

How do the people grind the ragi?—It is ground by mill stones in the same way as is done with jowar.

How much more ragi would a man require than jowar to keep him in a normal state of health?—About one-fourth more.

Did the non-working children who went to the works get grain or cash doles?—At first they were allowed cash doles, but were afterwards sent to the kitchens.

What was the reason of that?—Numbers began to increase when money doles were being given, and cooked food was introduced as a check.

Do you think numbers increased because people who did not go to the works sent their children there?—So they said, but it was not my experience.

How did people who did not send their children to the kitchens contrive to keep them alive?—They fed them out of their own wages.

In some provinces children were given grain instead of cash doles, because it was suspected their parents spent the cash doles on themselves and starved or neglected their children. Was this so here?—I have no reason to suspect this here. Parents would rather starve themselves.

Who were your special Civil officers?—My special Civil officers were appointed by me on salaries of from Rs 20 to Rs 25 per mensem. They had all passed the lower departmental examination.

Were they all in regular employ?—They were all in regular Government employ, such as clerks and karkuns.

Had any of them magisterial powers?—I gave them 3rd class magisterial powers.

Did many people come across from Hyderabad territory into your district?—No, not many.

Were there any relief works in Hyderabad?—I heard that there were none, and so the people attended our works.

Do you think that many people died from starvation or from diseases brought on by starvation?—There were no actual cases of starvation or from privation following on insufficient food.

The rule was that all children should be sent to kitchens?—Yes. But I am of opinion that children should be made to work, the age being raised to 12 years; discretion to be allowed as to the classification between ages of 12 and 7.

You propose that children under 12 be classed as non-working and sent to kitchens, but you said a certain number of parents don't send their children to kitchens out of prejudice, but share their wages with them. Is not that an objection to your proposal?—It looks like an objection, but on the whole I am of opinion that the prejudice will be overcome: if not, the people must take the consequences.

Do you think that the metal that has been collected by the workers will ever be used?—A small portion will be used by the District Local Board, but not all.

Has many years' supply been collected?—Yes, nine or ten years' supply.

Were there many men of the Wadda class on works?—Yes, there were many Waddas and Mahars.

They worked as diggers?—Yes.

Were any idle people sent to poor-houses and kitchens?—Not many.

Would they go if told to do so?—They subsequently did so.

Was there any power that could send them there forcibly?—There is no such power.

(Mr. Higham).—As regards the class of workers, I understand you propose only two classes—B and D?—Yes.

Who do you propose to put into the B class?—All those who are tasked.

And into class D?—All those who are not tasked.

You would make no distinction between diggers and carriers?—I would make none.

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And between men and women?—I would have a difference.

You have two classes among children. What is class I?—12 to 18 years.

And class II?—7 to 12 years.

What are class I children paid?—Class I children are paid according to the market rate.

What is the rate for a class I child?—One anna and six pices the same as for a C class woman.

A C class woman gets one anna and six pices. A class I child gets as much as a woman?—Yes, they would get the same.

Then what is the use of having the children in a separate class?—The children cannot do the work of the adults, but will get as much pay.

Is there not a section in the Code that says children over 16 should be classed as adults?—That section has never been observed; they have always been classed as children.

How did you arrange for striking the grain wage?—We calculated the wage once a week according to the price of grain. These calculations were made by the Mamlatdars.

Suppose there were any changes in the price of grain during the week; would they be calculated?—No.

(Dr. Richardson).—Did you find the D wage quite sufficient without the addition of any extras?—Yes, it was quite sufficient in itself.

You propose to do away with the C wage altogether. What is the reason of this?—I propose to do away with the C wage only for the sake of simplicity, not because it is insufficient.

(Mr. Holderness).—The gratuitous relief in villages was given solely in grain, not in grain *plus* condiments?—Condiments were not given, though a certain extra allowance of grain sufficient to cover the cost of the condiments was allowed.

Is that sufficient without the condiments?—Yes, the people as a rule eat plain bread without condiments.

What do the people do for the condiments. Having got the grain they can supply the other things?—Yes, they supply the other things having got the grain.

All people who did not go into class B would be in class D?—Yes, under my scheme all who cannot work will go into class D and do untasked work.

How much unhusked jowari does a man eat?—That depends on the constitution of the man. A strong man in the B class would ordinarily eat from 1½ to 2 lbs. unhusked jowari.

What would a woman require?—She would need a half to one lb. less.

And a child between 7 and 12?—It would require half a man's ration.

Did the women go on to works without their male relatives?—In all cases the women resided on the works without their male relatives where huts were provided.

Were there many works under Civil officers in addition to those under the Public Works Department?—We had 14 small relief works under Civil agency in addition to large works under the Public Works Department. They were not all open at once but only according to necessity.

What was the object of these small relief works?—They were opened according to the Code for the benefit of weakly persons who were specially selected.

Would an able-bodied person be allowed to go to these works?—They were sometimes allowed to go.

What was the wage on these works. The D wage?—Yes, a minimum D wage was paid.

Am I right in thinking that the maximum distance from the relief work was 25 to 30 miles?—The average distance of a village from relief works was about that, except in the case of Bijapur where the distance is further.

Do you think you had as many works opened as were necessary?—Yes, I think so.

Was residence on relief works a condition of relief?—Yes, and I think it an excellent condition. It entailed no hardship on the people if huts were provided.

I understand 13 lakhs were sanctioned for tagai. Under what conditions were those advances given?—Nearly 13 lakhs were sanctioned under a special condition sanctioned by the Commissioner, that for every 100 rupees given 25 labourers should be employed for a month.

Was that condition ever observed?—Yes, in all cases.

These works employed 20 to 30,000 labourers for several months?—Yes, that was so.

Did you give these loans on personal security?—Yes, on personal security, but land was mortgaged in nearly all cases, and sometimes the security of a second party was accepted.

Did agricultural wages fall below the normal rate during the famine?—Yes, I think so.

Was employment available at these low rates?—Except on the tagai works there was not much employment available.

You had about 118 Circle Inspectors?—I had 112 on pay of Rs 12 to Rs 15 a month *plus* Rs 7 a month travelling allowance. There was an average of one to every ten villages.

They attended to the gratuitous relief?—Yes, and to tagai advances.

What is the land revenue of the district?—About 14 lakhs.

Has any of this been remitted?—Practically there has been no remission.

How much has been suspended?—About 2½ lakhs.

Up to what date have these suspensions been sanctioned?—No period has been fixed, but they will run for one or two years. A good bumper crop will make things all right.

With the exception of this suspension has all the land revenue been recovered?—Yes, and there was no coercive process, but there was borrowing to pay in a few cases.

If there was not much borrowing, where did the people get the money to pay. Was there any great increase in the mortgage deed registers?—They borrowed in certain cases, but there was no great increase in the mortgage deed registers.

You did nothing for the weavers?—Nothing was done for the weavers.

Should they not have had special relief?—I think they should have it. Some of them attended the works.

Did you give gratuitous relief to supplement the wages of the people?—The children got such help. Adults got no food but clothes in some cases. We never gave money to workers from the Charitable Relief Fund. Subsequently this was stopped, and no money was given to anybody.

(President).—How were the children fed in kitchens?—I visited several kitchens and I found the children received as much food as they required.

What is a child's dole according to the Code?—The kitchen dole to non-working children is a minimum of 12 ounces and a maximum of 18.

(Dr. Richardson).—Did they eat all they got?—Yes.

(Mr. Holderness).—Did the people on gratuitous relief get rations according to the D wage?—The children received the gratuitous relief wage.

(Mr. Bose).—Did the compulsory distance test act as a deterrent to an unreasonable extent?—Yes, it did so, but not to an unreasonable extent.

Among those who declined to reside on the works and were refused actual relief on that ground, were there many who deserved relief?—Yes, there were a few such cases and they went to the kitchen which could accommodate them.

The school children you relieved did they attend school?—Yes, the attendance at school was a condition of relief. They received a grain dole.

Would you have Public Works officers interfere with the management of relief works without consulting the Collector?—No, the Collector being responsible should have entire control. Everything concerning famine operations should be submitted to the Collector. The Executive Engineer should be made Assistant to the Collector.

Rao Sahab RAO SAHEB H. V. CHINMULGUND, Member of the Executive Committee, Indian Famine Charitable Relief Fund, Bijapur, called in and examined.

I put in written answers to the Commission's questions.

*1.—In my province (*taluka*) the total area affected was 349,053 acres and 1 *guntha*. The population was 81,572, the whole of which was affected.

222.—I think that the object No. 1 should be still more amplified. In addition to the providing of extra comforts and clothing to the persons mentioned in object No. 1, there are many other objects to which charitable help can be usefully extended, *viz.* :—

- (1) To maintain the sick who have returned from the relief camps on account of inability to work or who have not been able to join them on account of sickness.
- (2) To give some help to persons who are going to join relief work to maintain themselves till the time that they can get their wages.
- (3) To maintain women in child-bed until they are in a fit state to join relief camps, or women far advanced in pregnancy for the period above named.
- (4) To give something to enable poor labourers to go to their native places after the relief work has ended, and commence afresh their former avocations.

I think these objects may be specified in object No. 1.

One more object may be added to those specified in the *Gazette of India*, *viz.* :—

To enable such of the skilful artisans whose hereditary profession does not enable them to work as labourers on relief camps :

Such are, weavers and higher class of masons, carpenters and blacksmiths.

The class of weavers can be adequately assisted by getting them to make clothing required for distribution to the poor, and I maintained about 50 of such families by purchasing clothing from them which I distributed in my *taluka*.

The higher class of masons and carpenters may be employed to build and repair wells and tanks and drainage which I have suggested as fit objects to be undertaken in famine programmes.

Even if some of the weavers are unable to turn out the required quality and quantity of cloth, they may be allowed to make such cloth as they are capable of making and the same may be sold at market rates, and the loss, if any, borne by the fund.

The class of Rangaries or dyers also comes under this category.

223.—These objects do not necessarily trench upon Government relief operations. They are avowedly auxiliary to State relief, and I don't see any harm even if they did trench upon Government operations. However, care may be taken to see that people do not get much more than they require by the help of Government and charity combined.

224.—The object No. 2 may be modified as under :—

In providing for the maintenance of orphans and others who though not coming under the category of objects 1 and 3 cannot maintain themselves by joining relief works, if they cannot or do not accept Government gratuitous relief.

Under this head provision should also be made for orphans and other people who have not the working power to earn a livelihood after the famine is over.

In addition to orphans there are left many sick and weak people who cannot maintain themselves after the famine ends. Some trustees may be appointed to look after these until they or the community are able to take care of themselves or them and an adequate sum placed at their disposal for this purpose.

225.—The second object should be enlarged so as to include all sorts of helpless people and the making of provision for their maintenance and the preparing of them to some employment. I think that the maintenance under this head should be extended to some time after the famine.

Under this head assistance may be given to such of the respectable poor under the third head as have been maintained by the fund during the famine who wish to start in some petty profession by giving them small sums of money to purchase their stock. If males they may commence some trade and if females they may commence needle-work and tailoring and embroidery.

226.—No.

227.—Yes.

228.—No. One grain-shop was opened at Muddebihal for the object specified in question No. 227 with a capital of Rs.5,000 subscribed by the sowkars, and persons mentioned in question No. 227 derived a good help from it. The undertaking did not interfere with private trade.

229.—No.

230.—I think that the help to agriculturists should be given just before the commencement of the agricultural season though the distress might then be at its highest. It is only then that charitable help can be beneficially and economically given; and poor agriculturists should be helped by giving them seed or cash to sow their lands, by furnishing them bullocks or hire to till their lands with, and by giving them maintenance from the sowing time to the gathering of the harvest.

231.—Agriculturists were helped by me in the following ways :—

- (1) By giving them seed grain to sow (mostly in seed grain).
- (2) By giving them sowing hire (in cash).
- (3) By giving them cash to remove weeds.
- (4) By giving them maintenance during the period from sowing to reaping the harvest.
- (5) By giving them bullocks.

The help under heads 1, 2, 3 and 4 should be given to such as have mostly maintained themselves on relief works during the famine time preceding the sowing season, and are not possessed of money to enable them to purchase seed grain and pay sowing hire or maintain their cattle if they have any left. If any of them have obtained tagai advances for any of these purposes, they may be helped for those of the purposes above named for which no tagai is advanced. I think that this sort of help should be extended to cultivators who are possessed of less than 40 acres either as owners or as tenants, on condition that they should not be in a position to get loans for these purposes on easy terms. But, generally speaking, poor cultivators do not get loans on easy interest during famine times.

In some instances even though the cultivator may have not joined the relief works, he may be helped under head 1, 2, 3 and 4 if he has spent his all, which he usually does, to maintain some of his cattle and has nothing left to sow his lands with. Special indulgence should be shown to those who are already burdened with heavy debts.

(5) As for giving of bullocks to start in agriculture, the following points should be taken into consideration :—

- (a) The cultivator should be owner of a land, either as khatedar or his sharer or sub-sharer or as purchaser.

A man who is enjoying a land under a lease cannot be assisted in preference to an owner, as the latter has certainty of tenure and can be expected to preserve the cattle given more carefully than one who is a mere tenant.

- (b) The land should be more than 10 acres in extent and less than 40.

I think that a man with only 10 acres of land cannot get a sufficient yield to maintain himself and his bullocks, and therefore it is not possible that he can be able to maintain a bullock if given to him.

Similarly, a man possessed of more than 40 acres is generally able to get a loan for the purchase of a bullock or can get tagai for the same purpose. Of course, if he is deeply in debt and cannot get any loan, he may be given a bullock or two as a special case.

- (c) The agriculturists must have got bullocks at the commencement of the famine and lost them in the famine on account of inability to maintain them or by disease.

* The numbers refer to the questions drawn up by the Commission.

Those that had cattle and lost them are entitled to priority over those who had none, because the condition of the latter is not affected by the famine.

Similarly, those that have no cattle whatever should be helped before those who have got one or two.

(d) What amount of debt does the agriculturist owe?

If the agriculturist, though possessed of a sufficient quantity of land to require no help ordinarily, is burdened with heavy debts, he must be helped by the fund, as his case is the most fitting.

If the land possessed is small, and cannot be sufficient security for a loan to purchase a bullock, he, too, must be given a bullock.

As between petty landowners those that owe debts are entitled to priority in point of assistance over those that owe no debts.

Similarly, those that have a large number of dependants are entitled to preference over those that have only a few or none.

(e) The agriculturists must not have obtained tagai loan for the purchase of bullocks.

Even in this case, if the loan obtained is not sufficient to secure the required number of bullocks, help may be given to supply the deficiency.

232.—No.

233.—Yes.

234.—I think that the charitable fund has served a very useful purpose.

(1) Men, women and children who were almost naked received clothing.

(2) Persons who were sick and helpless and the respectable poor, who must have perished if not assisted by the fund, were carried through the famine in health and without misery. Many cholera-stricken patients received maintenance and escaped sheer death.

(3) Persons fed at Government expense received a great many comforts in the form of varied and superior food, were clothed well, and left the relief camps with something to reach their homes in a healthy condition.

(4) Emaciation was not observed to be of such a great extent as in previous famines.

(5) By the help of Government and the charitable fund no life was lost for want of food and treatment in sickness.

(6) Some orphans escaped death or deathlike misery by the joint help of Government and the charitable fund.

(7) Some families of weavers were given work in their own homes by means of charitable fund, and thus the weaver's industry was not allowed to completely perish.

(8) Some of the dyers were kept at home by the fund.

(9) The respectable poor were greatly helped in the form of maintenance in cash, and were thus saved the misery of borrowing very largely.

(10) Cultivators received help for sowing and tilling, and for maintaining themselves till the harvest. And they are better off in the matter of indebtedness than they would have been if no help from the fund had been extended to them. Many of them have received bullocks and have started in agriculture without great difficulty. Many thousand acres of land that must have remained unsown have been sown with the help of the fund and the yield obtained which must have been lost. Provision for part of the following year has thus been given to poor agriculturists who otherwise would have nothing to stand by. And, lastly, indebtedness on the part of small cultivators has been checked to a great extent.

(11) About 300 bullocks were maintained from the time that the early rains withheld till the time the rabi sowing was over from July to November, both inclusive, and thus bullocks were saved which, if they had been given away in June or July, must have perished, as kharif crops were not good and no grass was available to the cultivators.

235.—The following is the expenditure incurred in my taluka under the respective heads given below :—

Object I.

| R | a. | p. | |
|-------|----|----|--|
| 3,929 | 7 | 0 | Casual donations and extra rations and donations to the sick, to pregnant women, and to persons to join relief works, etc. |
| 5,282 | 1 | 10 | Clothing purchased and distributed. |

Object II.

| R | a. | p. | |
|----|----|----|---------------------------------|
| 60 | 0 | 0 | For the maintenance of orphans. |

Object III.

| | | | |
|--------|---|---|--|
| 12,326 | 2 | 0 | For the maintenance of the respectable poor. |
|--------|---|---|--|

Object IV.

| | | | |
|-------|----|----|---|
| 9,348 | 14 | 8 | (1) Seed grain distributed. |
| 4,810 | 12 | 0 | (2) Sowing and tilling hire. |
| 3,668 | 7 | 0 | (3) Maintenance to cultivators. |
| 9,807 | 11 | 9 | (4) Bullocks (465). |
| 3,433 | 4 | 11 | (5) Maintenance of bullocks from the time that the rain held off to the time that the rabi sowings were over. |

Miscellaneous Expenditure.

| | | | |
|-----|----|---|--|
| 52 | 14 | 3 | Postage and stationery. |
| 20 | 0 | 0 | Purchase of a cart. |
| 248 | 2 | 7 | Building a temporary cattle-shed. |
| 25 | 5 | 5 | Building a temporary drinking trough. |
| 53 | 8 | 8 | Repairing the wells of the town of Muddebihal when cholera was raging. |

53,065 12 1 Grand total.

The last item has been ordered to be refunded by Government, as objection was taken that the charitable fund could not be applied to repairing wells at the raging of cholera.

236.—

8,538 Number of persons who got extra rations and other casual donations.

4,092 Number of persons who got clothing.

10 Number of orphans who were maintained.

3,840 Number of respectable families who got maintenance in cash; each family on the average consists of 4 souls.

2,895 Number of cultivators who got seed grain.

914 Number of cultivators who got sowing and tilling hire.

447 Number of cultivators who got bullocks.

1,418 Number of cultivators who got maintenance.

17,164 Grand total number of persons.

237.—The distribution of clothing.

238.—Cash payments for maintenance to widowed mothers with young children.

239.—Yes.

240.—Yes; by keeping the respectable poor and the poor cultivators from starvation, by checking indebtedness, by having a large tract of land sown which would have remained uncultivated and by supplying 465 bullocks.

241.—28,915 acres.

Suggestions for future famines.

I submit the following suggestions which, I think, are likely to be useful in future famines :—

As it is admittedly the duty of Government to save loss of life in a famine, and a very large amount has to be spent for this purpose, I am of opinion that part of it should be devoted to securing appreciably beneficial advantages to the public. I am of opinion that the bulk of the amount spent should not be applied solely to metal-breaking and repairing the roads, as most of the metal broken is admittedly of no immediate practical use.

(1) The first suggestion I would make is that a portion of the amount to be spent should be devoted to the removing of grass roots from the lands of poor cultivators of the district where famine prevails. It is well known that in this part of the country the annual yield is less than expected on account of a greater portion of the land being covered over with deep roots. It is also a self-evident fact that, unless the grass roots are completely taken away, the land does not produce as much crop as it is capable of doing, and that the process of removing it is a very costly affair beyond the capacity of an ordinary poor cultivator, and that, therefore, large tracts of land remain full of grass roots and are sown in spite of it and yield much less than they ought to do. I would, therefore, propose that a portion of the amount expended for famine purposes should be kept apart for this purpose and applied to removing of grass

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roots during famine time when labour is cheap and no work goes on in the lands so as to come in the way of this improvement. I am of opinion that as the lands of the poor are improved famine after famine, the number of persons seeking relief will go on decreasing from famine to famine, seeing that as the lands are improved by this process they would yield more and enable the owners to lay by something which will be of use to them in a season of scarcity and would thus induce them to remain at home during the famine. The regular removal of grass roots in famine times from the lands of poor cultivators would in the future reduce the indebtedness of the agriculturists, as a greater part of their debts is usually incurred for removing grass roots or making other improvements in their lands. If no such improvement is made, it is perfectly possible that the number of persons who would be seeking relief would go on increasing in proportion as the grass roots are allowed to accumulate and turn out lesser qualities of produce.

Along with the removal of grass roots temporary wells may be sunk in such of the lands that are dealt with as are capable of improvement by the sinking of wells and which admit of wells being advantageously sunk.

It may be objected that it would be impossible to supervise people if they are made to remove grass roots and sink wells in each village, and I would propose that that objection totally disappears if a party of a 1,000 or 2,000 labourers under a supervisor and a gentlemen well acquainted with agriculture be appointed for each taluka. That party will begin to remove the roots from one end and go on doing so till the whole taluka is thus improved, and this can, I think, be so managed as to finish the job before the famine ends by properly constituting the party thus appointed.

(2) My second suggestion is that another part of the fund to be expended by Government should be reserved for improving the water-supply of each and every village in the affected taluka, and special care should be taken to improve the water-supply of as many villages as possible. It is well known that the water-supply of this district is very scarce, so much so that during the greater part of the year the people drink very dirty water and that, too, fetched from a great distance. The people have not improved in education and material prosperity to such an extent as to make it possible for them to have water-supply by public subscription unassisted by Government, and it will take a very long time indeed for them to reach such a state of civilization. They are to be taught cleanliness by Government, and as the parent of its subjects I am of opinion that Government should aim at securing sanitary improvement and a good water-supply to the villages in the affected district. Part of the money which must be spent by Government would thus be most advantageously spent. The sum reserved under this head must be applied to the improvement of village wells and tanks so as to be of use to the people and cattle, and care should be taken to provide drainage to every village. Small roads leading from one village to another should be repaired and privies provided for each village. This plan, too, can be successfully undertaken by setting apart a sufficient party of labourers with one or two overseers and a Sanitary Inspector, and the bother of supervision would thus be minimized.

(3) My third suggestion is that irrigation should be introduced as far as possible in this district and as much trouble taken to introduce irrigation as is possible. I am of opinion that though no very great schemes of irrigation can be possible, yet parts of the district can have irrigation, and a part

of the money to be spent by Government should be devoted to this purpose. The expenditure of money under this head would render the visitations of famine as scarce as possible, and no pains should be spared to introduce irrigation to its fullest extent.

(President).—Were you Chairman of the Indian Famine Charitable Relief Fund Committee?—No. I was a member of the Executive Committee of Bijapur. The entire distribution, in my taluka, was entrusted to me under the directions of the Chairman.

Who was the Chairman?—Mr. Sheppard was the Chairman, and I was the working member.

How much money did you spend in your taluka?—I spent altogether Rs53,000.

Are the three proposals you make in your written evidence about spending Government or charitable relief money?—My proposals relate to the expenditure of Government money, not of the Indian Famine Charitable Relief Fund money.

What do you think about weavers; did they require special relief?—Yes, I think they did require special relief.

Were any weavers relieved from the Indian Famine Charitable Relief Fund?—Yes. Some 50 families were relieved for 6 or 8 months from the fund. I had them weaving cloth which I afterwards distributed *gratis*.

Did they require any more help?—Yes they did; but those not able to get help joined the relief works.

Are relief works suitable for weavers?—No, they are not; their constitutions are not fitted for outdoor work, and I think they should get special relief.

Where is your home?—In the Dharwar district.

Are there many weavers there?—Yes, quite as many as in the Bijapur district.

Weavers have never been very prosperous?—No, they have always been very poor.

Are they poorer now do you think?—Yes, they are poorer owing to competition with mills; their work now consists of weaving cloth for agricultural labourers.

Do they do any other work now?—No, they keep as much as possible to their own trade; only a few work as agricultural labourers.

Are there any other classes who have become worse off than the weavers?—Yes, the dyers are poorer now, as their work is not in demand. Their living is precarious as they have no lands.

Are dyers Hindus or Mahomedans?—Both Hindus and Mahomedans.

Are they Sudras or below Sudras?—They belong to the Sudra caste.

Which belongs to the higher caste, a dyer or a weaver?—This is according to their caste: each considers himself superior.

Did dyers get charitable relief?—Yes, they received maintenance in cash; particularly the women who lost their husbands and had young children.

Have you any more recommendations to make?—I would state that the pay of our village officers is too low; and it should be increased, especially in famine time.

Rao Sahab RAGHAVENDRA KRISHNA, Vice-Chairman, Bijapur Municipality, called in and examined.

Rao Sahab Raghavendra Krishna. I put in a written statement of evidence.

1. Construction of large irrigation tanks.—There are four large rivers in the district. It is not difficult to find out good projects for constructing such tanks. They will enable cultivators to rely for their crops on the water of such tanks whenever the rains fail. Instead of spending large amounts of money on breaking metal, which in course of time is enormously wasted and becomes useless, it is better to construct such tanks which will ultimately prevent the recurring evil.

2. Establishment of grain shops for the poor.—This is quite necessary in some places and at some particular times. For some reason or other the price of grain rises so high in some villages that it becomes impossible for the poor to buy it. No doubt this will interfere to some extent with the principle of free-trade, but as an exception to the general

rule it is essential to open such shops in such centres as the local officers think fit for the purpose of saving human life.

3. Land Revenue and Takavi.—It is certainly very gracious of Government to suspend land revenue in days of scarcity. But it is not fair to collect it the next year after famine. It takes at least five years for an ordinary raiyat to recoup the loss sustained by him. He feels the pinch of famine till then. At such a time he could not pay the assessment of two years and the takavi advance, if he has taken any, without mortgaging the field at an usurious rate of interest or selling it out and out. So it is necessary to give the suspension for five years and to collect it thereafter by four annual instalments.

4. Drafting to distant works.—Drafting people to distant works is held to be the true test of ascertaining whether they are really in need of Government help. But I believe

from what I have seen that this is not the true test. The people of this part of the country have a peculiar fondness for their homes, and they prefer even dying without food to going a long distance of about 50 miles or so. Sometimes a man and a woman have 6 or 7 children, all within 8—9 years, and the hardship which they will be put to by requiring to travel on foot 50 miles with so many children can be better imagined than described. By the pinch of famine people are already emaciated and to call upon such people to go to a distant place is really cruel.

5. *Imposing of fines.*—Fines are imposed when people fail to perform the task work. Many people on relief works were fined in the last famine. This will show that either the task work was very heavy or that the fines were imposed without sufficient inquiry. No doubt the wages are not to be given as charity. But it is necessary to take into consideration the emaciated condition of the people, the scorching heat in which they are required to do the work to which they are never accustomed, and the high price of grain in the market. In my opinion no fines should be imposed below the minimum wages.

6. *Insufficiency of rations.*—The rations now fixed by the Famine Code are rather insufficient. The people on the relief works are told to do a very hard work and there must be some proportion between the work which is exacted and the ration given. No doubt the present quantity is sufficient to keep the body and soul together, but it is most uncharitable to give little food and ask more work. If they become once emaciated, they become thereafter more or less useless for physical labour. I have seen persons in poor-house crying for more food, and it was required to be given out of charitable funds.

7. *Storing fodder for animals.*—This was done in the last famine. However, I must say that it was done rather very late. By the time when Government began to supply fodder more than half of the cattle were dead and gone. So it is necessary to open grass depôts early in October, and to supply it free of cost to those who maintain themselves by labour.

(President).—You are Vice-Chairman of the Bijapur Municipality?—Yes.

You are a pleader?—Yes.

What part did you take in the famine?—The Municipality had a small relief work and a poor-house in the town; I supervised these. I was also on the Executive Committee of the Indian Famine Charitable Relief Fund and superintended the relief given from it to weavers and others.

You recommend the construction of large irrigation tanks. Are there any in the district?—None that I know of.

Are there any large rivers?—Yes, there are four large rivers, and irrigation works might be made in the district.

It is not a district accustomed to making tanks?—No.

You are in favour of cheap grain-shops for the poor?—Yes, in times of famine.

There were some grain-shops in Bijapur?—Yes, there was one from the Indian Famine Charitable Relief Fund. I do not know of any others.

You say that it takes five years for a district to recover after famine. How do you make that out?—I say this as we rarely get bumper crops. They seldom exceed eight to ten annas, and it takes five years to make up the loss incurred in a famine.

Have you any special knowledge about borrowing?—I have some knowledge, but not based on figures. The

raiyyats have to borrow very largely during famine. I have figures of sales and mortgages for 1892-93 to 1896-97:—

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Registered sales.

| | Nos. |
|---------|-------|
| 1892-93 | 389 |
| 1893-94 | 527 |
| 1894-95 | 559 |
| 1895-96 | ... |
| 1896-97 | 1,230 |

Registered mortgage deeds.

| | Nos. |
|---------|-------|
| 1892-93 | 692 |
| 1893-94 | 639 |
| 1894-95 | 617 |
| 1895-96 | ... |
| 1896-97 | 3,344 |

The figures of mortgages might not include tagai advances, but the figures of sale show an increase, and of course it must be borne in mind that the tagai mortgages are debts. Most probably Tagai mortgages are exempt from registration and so this figure does not include them.

You say that the rations of the Famine Code are insufficient. How have you come to this conclusion?—I consider the D wage too little in comparison to the ration given to a person undergoing simple imprisonment and having no work to do. I find that the non-working convict has the advantage to a very considerable degree. I also base the opinion on personal observation of people in the poor-house and those on the Municipal relief work. We had only about 40 people in the poor-house, and they left in the very same condition they were in when they came.

You say fodder was stored too late, and that all the cattle were dead when it was stored. That is rather a loose statement?—Yes, fodder was stored late.

Can you give actual figures of cattle deaths or sales?—No, I cannot do so, but every day I saw hundreds of cattle being sold to butchers at Bijapur.

What prices did they fetch?—The average price was R1 to R2 per bullock.

(Mr. Holderness).—Have you made any suggestion in your note with regard to prevention of injury to raiyyats by famine?—My suggestions are with regard to irrigation.

Do you make any other suggestions?—Yes, I make two more. I prefer cash payments to children instead of sending them to kitchens. If you send them to kitchens the result is that they are separated from their parents at meal times, and this is revolting to the parents. My other suggestion is that relief works should not be stopped as soon as the famine is over: they should be continued till the next harvest to assist those who require assistance.

(Dr. Richardson).—You said the prisoner in jail gets a larger ration than the gratuitous relief ration. Do you think that the gratuitous relief people get too little?—Yes, I think so. The gratuitous dole is only 48 tolas a day.

You do not think the non-labouring prisoners get too much?—No; I do not.

How many were employed on the D wage on Municipal relief?—A few people were so employed.

Did they lose in condition?—Yes, some looked a little weaker.

In what class were most of the labourers on Municipal works?—Most were in the B class, and only a few in the D.

And yet you say they fell off?—That is only an impression of mine.

MR. SRI NIVASH NARAYAN, Member of the Local Board and Pleader, Bagalkot, called in and examined.

(The witness gave his evidence in the vernacular.)

I am a resident of Bagalkot in the south of this district. I am a member of the Local Board, a pleader, and a large raiyat. I have not written any note of evidence.

The failure of crops in 1896-97 in my part of the country was considerable. Dividing raiyyats into 5 classes; servants, traders, dependants of traders, cultivators, and agricultural labourers, the famine of 1876 affected only those who had to do with land. The famine of 1896-97, however, affected all five classes and not only those connected with land. The plague interfered with ordinary trade in this famine with the

result that traders were very much affected. I attribute the distress among traders to plague which interfered with private trade.

Mr. Sri
Nivash
Narayan.

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Fodder was exhausted in 1896, and then the people sold their ornaments, etc., to support their cattle, and when that was exhausted, they sold the cattle for a nominal price. Twenty-five per cent. of the cattle died for want of water and 25 per cent. were sold, and 25 per cent. were sent to Mallar where they died, so that only 25 per cent. were left in the district.

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Narayan.

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All the small raiyats had to go on relief works. They left one or two men at home to take care of the houses and cattle. Old people, unable to go to works, went on the gratuitous dole. The people from my neighbourhood had to go as far as six miles to get to a relief work. Six miles was the maximum; had the works been at a distance of 15 miles they would not have thought it too far. The people lived on the works and seemed to keep well. No one died of starvation. Except the weavers no other sudra caste thought it below their dignity to go to a relief work. There was not so much borrowing as in the 1877-78 famine. People were careful not to get into debt this time as they recollected that they lost their houses by borrowing during the previous famine. They preferred to go on relief works this time. There was not much sale of jewellery as they had no

jewels to sell, that is, among labourers and small pattadars of below 20 acres. Below 20 acres of poor land, that is.

I think the population has increased since 1877-78, and that more land has been brought under cultivation. There is not much more remaining that can be brought under cultivation.

I think as much relief was given in this famine as was needed, but I think some milch cows should have been given to the people as bullocks were.

There was a good deal of money given in tagai advances. These advances were very useful.

The famine was more severe than that of 1877-78, but owing to the timely relief given by Government it did not do so much harm.

Rao Bahadur ANANT RAGHUNATH CHITRE, Huzúr Deputy Collector, Bijapur, called in and examined.

Mr. Anant
Raghunath
Chitre.

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I put in a written statement of evidence.

| | R | R |
|----------------------------------|-----------|------------|
| Total Direct Famine expenditure | | 28,51,580 |
| Government | 28,26,193 | |
| Local | 11,635 | |
| Municipal | 13,752 | |
| | 28,51,580 | |
| Total number of persons relieved | No. | 27,142,828 |
| Average cost per unit | | R0-1-8 |

Takavi Advances.

| Year. | Land Improvement. | Seed and Cattle. |
|---------|-------------------|------------------|
| | R | R |
| 1896-97 | 9,31,400 | 30,300 |
| 1897-98 | ... | 3,83,165 |
| | 9,31,400 | 4,13,465 |

Answer to Question No. 132—

ACCOUNTS.

(1) A special form of bills for the expenditure incurred at poor-houses and kitchens should be prescribed as has been done in the case of dole bills.

2. Form 22 does not serve the purpose well; it may be substituted by the contingent bill form.

3. As directed in Government Resolution No. 9347, dated 23rd November 1896, a new column may be added in form No. 2 (Village dole form) for showing the cost of "other items." But giving grain equivalents could be preferred to giving "other items."

4. The instructions issued by the Accountant General in his General letters regarding the classification and keeping of accounts and registers may be included in this Chapter (on Accounts).

5. The orders issued in Government Resolution No. 1124, dated 1st May 1897, regarding the question as to the fund to which charges on account of rations supplied for women delivered of children on relief works and supplies required for relief camp hospitals should be debited, and those passed in Government Resolution No. 910 Famine, dated 22nd March 1897, regarding the allowances to relief workers drafted under section 84 (b) of the Famine Relief Code, and similar orders passed should be embodied in the Chapter of "Accounts."

RETURNS.

Return No. 16.—There should be separate columns for nursing mothers and adult male and female dependants, and also for children and dependants dealt with (1) by cash payments and (2) in kitchens.

Return No. 17.—Two columns should be added after column 17, one to show the weekly expenditure on gratuitous relief in villages and the other to show up to date expenditure on account of the same.

SOME SUGGESTIONS ON ACCOUNT MATTERS FROM BIJAPUR.

Two systems were adopted in keeping the Famine officers supplied with funds for carrying on the works entrusted to them: firstly, by giving them advances under section 188 of the Famine Code, and secondly, by drawing money for them on abstract bills and remitting it to them for expenditure according to their requirements.

1. Under the system of advances Taluka Mamlatdars, Relief Mamlatdars, special civil officers and other relief officers obtained advances, but none of them, except the Taluka Mamlatdars, had sufficient establishment to enable them to keep proper accounts or to prepare correct bills according to the requirements of the Account Department. In some cases more money was asked for than their actual requirements, and the accounts thereof were not rendered long after they were due. If the system of advances is to be adhered to, no advances (except very small amounts as permanent advances for petty expenses) should, I think, be given to any one else than the Taluka Mamlatdars who should put in funds every other relief officer working in his taluka, who may be authorised to make disbursements direct, i.e., without reference to the Huzúr Deputy Collector. He should be held responsible for the preparation and timely submission of the proper accounts and bills to the Treasury officers.

2. This system was stopped by an order of the Accountant General, as it was found that large amount of advances remained uncleared for months together, towards the end of June 1897; and drawing of the required money on abstract bills was ordered. This second system required that detailed bills with sub-vouchers for the amounts drawn on abstract bills should be submitted to the Accountant General by the end of the month in which money was drawn on abstract bills or the unexpended balance of the money so drawn should be refunded in cash before the end of the said month. This would work well only in case each and every bill were prepared in duplicate; one copy only completed being sent to the Huzúr Account office immediately after getting the money covered by the bills and the other used in making the payment of the money to the proper persons. This course would, however, increase the clerical work of the office and would give an opportunity to an unprincipled man to misappropriate some portion of the sum.

3. Besides this the persons called upon to adopt these systems must have obtained some knowledge of the working of the same. Some system that would work well without increasing much clerical work and would be simple for the understanding of the men that are generally available for such work at such a time, should be determined upon for adoption in consultation with the Accountant General, and then it may be embodied in the Code in detail for the information of those that may be required to work it with instructions to follow it strictly and no other until the Code provisions on the point are changed.

4. The supply of miscellaneous articles as per article 107 of the Famine Code in the distribution of doles to village servants and incapable poor at their homes has caused disproportionate clerical labour in calculating the prices; the poor want only bread at such a time and care very little for any other thing. If grain equivalents were given in all cases it would simplify matters, and the rations would be more acceptable to the poor.

5. In section 192 of the Famine Code the Collector (i.e. the Revenue authorities) is held responsible for the proper supply of small silver and copper coin. In the beginning the supply of such coin was not sufficient in the district, and so large remittances were ordered from Bombay and the coin was distributed to the sub-treasuries throughout the district and this ought to have satisfied the proper demand. But the cry for insufficiency of such coin was kept up by the subordinates of the Public Works Department, none of whom did seem to try to re-collect any of such coin from the local dealers from whom the workers purchased their food-grains. Very few paid any attention

to section 194 of the Code, and none exacted that duty from the subordinates of the Public Works Department as required by the latter section. Some suitable change may be made in the provisions of the Code on this point. There were large amounts of such coin in circulation, but as the local dealers refused to pay any premium upon the exchange of such coin for rupees, every one entrusted with the payment of money rushed to the Government Treasuries for obtaining it there; but they were unable to satisfy such an unnatural demand. Some provision is therefore required to be made in the new Code to devolve this duty upon the subordinates of the Public Works Department after adequate arrangements by the Revenue officers in the beginning.

(President).—Most of your statement deals principally with the matter of famine accounts and the provision of money. What work did you do during the famine?—I did the duty of examining the bills and looking after accounts.

Was there any difficulty in getting small copper and silver coins during the famine?—At first there was, but afterwards, some were obtained from the Bombay Mint and the difficulty ceased.

What was the cause of this difficulty?—Subordinates were not active enough in collecting it; it is now coming in fast.

Had you much travelling to do during the famine?—No.

MR. BHASKAR YASHWANT JATHAR, Member, Indian Famine Charitable Relief Fund Committee, Bijapur, called in and examined.

What particular work did you do in connection with the famine?—I was a member of the Famine Fund Committee and supervised the "cheap-shop."

How much grain was sold?—We imported about Rs15,000 worth of ragi from Bellary to sell cheap.

Where was the shop?—In the town of Bijapur.

How many a day came to the shop?—About 2,000 to 3,000 purchasers a day came.

How much cheaper than the market did you sell the grain?—Our rate was from half to one seer cheaper than the market rate.

Do you think the establishment of this shop tended to keep down market rates?—No; I do not think so. It was only opened one day in the week and that is too small a time to affect market rates.

Was there any combination among dealers to hold up prices?—No.

Do you think it is ever possible now-a-days?—No. I don't think it possible.

Did many weavers buy at the shop?—Yes, most of the weavers came to our shop.

Did you see any relief works?—No.

Did any of the children in the school under you get relief?—Yes; they got assistance in the form of cash from the Famine Fund.

Were these children of poor parents?—Yes, of water-bearers, etc.

(Mr. Holderness).—Were prices here cheaper than in Madras?—They could not be, as we imported ragi from Bellary.

Was jowari cheaper here than there?—I cannot say.

If some dealers had tried to keep up prices, would others have imported?—Yes, I think there would have been outside import.

You spent Rs16,000 on ragi. Could you have spent more?—Yes; we could have imported more had we had more money.

Did you keep your shop open for the whole of the famine?—No; it was only open from July to October. Rain fell in the beginning of October and we stopped the shop.

Had you any import society here for importing grain?—No.

Was there not such a society in Bombay?—Yes; they sent us a sample of their grain—maize. I do not know what action was taken.

Was it American maize?—Yes.

You doubt whether the people would take it?—I do not think they would have taken it without trouble.

Mr. Anant
Baghunath
Chitre.

23rd Feb.
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Mr. Bhaskar
Yashwant
Jathar.

23rd Feb.
1898.

At the Collector's House, Sholapur.

TWENTY-FIRST DAY.

Thursday, 24th February 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT.)

SURGEON-COLONEL J. RICHARDSON.

MR. T. W. HOLDERNESSE, C.S.I.

MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

MR. H. J. MCINTOSH, Secretary.

MR. K. R. GODBOLE, Executive Engineer, Sholapur District, called in and examined.

I put in a written statement of evidence and written answers to the Commission's questions.

Notes on Management of Famine Relief Works by K. R. Godbole, Executive Engineer, Sholapur District.

I have been in charge of Famine Relief works in the Sholapur District from the commencement of Famine in November 1896 up to date. There are four relief works in progress at present in my charge, but they are being carried on now mainly on the limited piece-work system.

2. During the height of the Famine of 1896-97 there were 42,000 relief workers on the works in my charge. These were all employed on task-work system, on the principles laid down in the Bombay Famine Code. From December 1896 to November 1897 there was another Executive Engineer working in the Sholapur District who had charge of relief works to the south of the Great Indian Peninsula Railway. There were 63,000 relief workers on the works in charge of this Executive Engineer when there were 42,000 workers on my works. The figures given in these notes and in my replies to the questions of the Famine Commission

Mr. K. R.
Godbole.

24th Feb.
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Mr. K. R. Godbole. are for the whole district, including the works in charge of Mr. Clifton, the Relief Executive Engineer.

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3. I have experience of the Famine of 1876-77 in Bombay when I worked as an Assistant Engineer, and had charge of about 18,000 relief workers in one of the worst affected districts in the Presidency. The Famine of 1896-97 was much more efficiently and economically managed than that of 1876-77, when there was no Code for a guide and when a very large proportion of expenditure was wasted in the execution of useless works.

4. In the Famine of 1896-97 there were no deaths of starvation within my knowledge. Cases of emaciation also were rare, and these were observable mainly amongst people who had kept away from relief works for a long time and amongst people from the outskirts of the Sholapur District, in villages belonging to His Highness the Nizam's dominions.

5. The works carried out in the Famine of 1896-97 in the Sholapur District may be classified as below :—

| Class of Work. | Number of Works. | Famine Expenditure including all charges. | Famine Expenditure on wages only. | Value of work done at normal rates. | REMARKS. |
|---|------------------|---|-----------------------------------|-------------------------------------|---|
| | | | R | R | |
| Improving and metalling roads and stacking metal for repairs (works that were really wanted for the traffic carried by the roads).* | 5 | 2,74,317 | 2,04,047 | 1,09,561 | * These are the only really useful works. |
| Improving and metalling roads and stacking metal for repairs (works that were not much required for traffic). | 12 | 11,99,705 | 8,84,809 | 3,91,760 | |
| Improving existing irrigation works.* | 4 | 71,975 | 65,004 | 39,160 | |
| Railway earth-works that will come into use shortly.* | 1 | 4,85,611 | 3,98,825 | 2,59,826 | |
| Railway earth-works that are not likely to come into use for the next 30 years and are therefore comparatively not very useful. | 1 | 2,80,999 | 2,38,947 | 1,51,917 | |
| Irrigation tank works, new*. | 2 | 4,70,644 | 3,90,387 | 1,66,761 | |

6. Works marked* in the above table are the only really useful works, the Famine expenditure on which was R13,02,547. The remaining works in the above table representing a Famine expenditure of R14,86,674, are practically not of much use, and were undertaken mainly because there were no schemes ready for more useful works.

7. In future Famines I would, therefore, expunge from the Famine programmes comparatively useless works, and enter in their place large useful works. I would have as many irrigation schemes as possible. The only condition that should be seen to, before an irrigation scheme is admitted into future Famine programmes should be that it should pay its working expenses when completed. Irrigation works are badly required in the Sholapur District and in Bombay, Deccan generally, and the more numerous they are the better. The four irrigation works in operation in the Sholapur District did an immense amount of good in the famine of 1896-97. The villagers of irrigated villages under these works very seldom came on relief works, and many of them gained large sums of money on account of the high prices they obtained for their spare produce after keeping themselves and their cattle alive. I know of one substantial irrigator under the Ekrukha Tank that made a profit of R20,000 from his agriculture in 1896-97 against an average profit of R5,000 in ordinary years. The indirect advantages of canal irrigation in improving the condition of the rayat in a rainless district like Sholapur, are beyond question, and every Famine should, therefore, be taken advantage of, to construct as many more of these works as practicable, whether they are remunerative or not. The only condition before a scheme is taken in hand should be, that it should be capable of paying its working expenses by direct revenue. If properly investigated, I think such schemes will be found in the Sholapur District.

8. A further study of the table given in paragraph 4 above will show that the total expenditure incurred on Famine works in the Sholapur District carried out by the agency of the Public Works Department, mainly on the Code system, was R 27,89,221. The real value of these

works at normal rates is R11,17,968. This means that for every rupee spent on Famine works Government got a return of annas 6 and pies 5 only.

9. The question is whether Government can get a greater return than the above for their money during Famine times, without sacrificing the main object of all Famine works, namely, the saving of human life. I think this can be done by adopting the limited piece-work system, instead of the task-work system enjoined by the Famine Code. The piece-work was tried on two works in the Sholapur District with the following results :—

| Name of work. | Famine Expenditure including all charges. | Famine Expenditure on labour only. | Value of work done at normal rates. | REM. RES. |
|-----------------|---|------------------------------------|-------------------------------------|-----------|
| | R | R | R | |
| Mhasvad Tank. | | | | |
| Canal repairs . | 16,932 | 15,539 | 14,340 | |
| Ashi Tank. | | | | |
| Berm work . | 2,684 | 2,271 | 1,713 | |
| Total . | 19,616 | 17,810 | 16,053 | |

The above table shows that for every rupee spent on relief works by the piece-work system Government got a return of annas 13 and pie 1, against annas 6 and pies 5, which was the return obtainable by the task-work system enjoined by the Famine Code. The piece-work system is thus much more advantageous to Government.

10. In future, therefore, as soon as Famine is declared by Government, they should start a large central useful work for every two or three of the affected talukas where people from the surrounding 20 or 30 miles can get enough of employment for themselves and their families. The payment on the work should be made at piece-work rates sliding higher or lower according to the rise or fall in prices of staple food-grains. The rates should be so arranged that all the working members of a family should be able to get enough for their maintenance and the maintenance of their dependants by doing fair honest work. Six days' work earnings should enable the family to maintain themselves and their dependants for seven days. On Mangi and Pathri Tank works I have worked out piece-work rates on this basis. These rates are calculated to give A Class wages to all workers plus Sunday wages plus allowances for non-working children according to the Famine Code. A typical family is assumed in the rate calculations to consist of a man, his wife, two working children and one non-working child. The calculations on which the rates are based are attached for perusal as Appendices I, II, III and IV. They are for different descriptions of piece-work that have to be executed in the carrying out of tank works.

11. On the piece-works in the Sholapur District the earnings have been limited to A Class wages. If a gang earn more than A Class wages plus Sunday wages plus allowances for non-working children, they are not allowed the extra earnings. When this becomes known the workers do not of course perform more than the work equivalent to A Class tasks. I would continue this system in the case of future Famine works. The object of Famine works is to save life by providing work to all the needy. The relief workers are to be given opportunities to earn enough for their maintenance and not more. Unlimited piece-work should not therefore be permitted on Famine works.

12. An additional reason for limiting the earnings of piece-workers is the dearth of useful works generally in the Deccan Districts of the Bombay Presidency, which are liable to Famine. Every useful work in these districts in times of Famine must therefore be made to give employment to as many relief workers as practicable. With this end in view it is necessary to limit the consumption of work by piece-workers to the extent necessary to keep them and their dependants in good physical condition.

13. As Famine pressure increases, and after the piece-works have been in progress for some time, it will probably be found that there are some persons wanting relief in the district and on works who will be unable to obtain enough at piece-work rates to maintain themselves and their dependants. These will mostly be emaciated persons, women without male rela-

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tions, and with many children depending upon them for support. When the number of such cases becomes considerable they will require special treatment. For these seekers after relief I would open special relief works on the Code principles, where tasking will be in accordance with the physical aptitude of the workers. On these special works no admissions will be made except on a certificate from a Public Works officer or a superior Revenue officer certifying that the applicant is unable to maintain himself or herself by piece-work. After admission on these special relief works the relief worker will have a daily or weekly task set to him according to his physical capacity, and he or she will be paid bare subsistence wages on its performance.

14. Cash allowances for non-working children according to the Code should be paid on these special works. Sunday wages may be paid separately, or they may be distributed over the 6 working days of the week.

15. The special works referred to above will be opened only when necessary, not otherwise; and they will be exclusively for such incapables as cannot earn enough for themselves and their dependants on the regular piece-works of the district. Probably one small special relief work will be wanted for one or two talukas, when the famine is at its height.

16. I would have no kitchens at all on relief works for feeding non-working children and dependants. These kitchens in my opinion are very expensive, and they open many doors to fraud. They also interfere with the progress of works to a certain extent. Even with kitchens cash allowances have to be given for small children without teeth who cannot eat bread. As cash allowances for children cannot be stopped altogether, I think they should be made the rule, applicable to all non-working children. This will lead to a great saving in the cost of relief of those dependants, and will be much more acceptable to the relief workers than kitchens, where caste rules and prejudices cannot be rigidly observed. The principal objections raised to cash allowances for small children are—

- (a) they make the works attractive;
- (b) that the parents will starve the children by using their cash allowances for their own feeding; and
- (c) that many false children will be brought on works for securing payments.

Objection (a) can be met by making the cash allowances so small as not to be attractive. I do not believe in objection (b). Parents in India will starve themselves rather than starve or underfeed their children. Objection (c) is very much overstated and made too much of. There may be a few cases of false children produced, but they can be stopped by careful inquiries. As a rule parents in India are very jealous about their children. They will never part with them, or allow other persons to represent themselves as the parents of the children. On the whole, I think cash allowances for small children is the best, most acceptable, and least expensive method for their relief.

No allowances for small children will be necessary on piece-work system relief works.

17. In dealing with future Famines I would make the following departures from the Bombay Famine Code :—

Paragraph 38 of the Code.—Clauses (b), (c), (d) and (e) of this paragraph should be omitted altogether. It seems unfair to place the Assistant Engineers and subordinates of the Public Works Department under the orders of any one except their departmental superiors. The Collector being responsible for the relief measures of the whole district, his authority over the general management of relief works must be recognized, but I do not think that Sub-divisional officers, who in many cases are District Deputy Collectors, should be authorized to give direct orders to Public Works Assistant Engineers and subordinates.

Paragraph 63.—The restriction imposed by this paragraph against the introduction of piece-work on Famine works should be removed, as execution of Famine works by limited piece-work system is more economical and advantageous to Government than the Code task-work system.

Paragraph 69.—The question whether foreign subjects should be admitted on Government relief works requires consideration. The cost of relief is heavy, and Native States should be asked to relieve their own subjects, or if they are unable to do this, their relief should be paid for by the State concerned, at least, partially if not fully. When a British District is surrounded by foreign territory on almost all sides as the Sholapur District is, this becomes an important consideration.

Paragraph 70.—There should be two classes only on relief works, namely, A and B. A Class will include diggers, etc., and B Class carriers, etc.

Paragraph 71.—The age of non-working children should be raised to 10. I have found that children between 7 and 10 do very little, if any, work at all.

Paragraph 72.—The age of working children should vary from 11 to 14, both inclusive.

Paragraph 73.—When above 14, boys and girls should be treated as adult workers.

Paragraph 74.—Nursing mothers not required to work are to be paid A Class wages according to this paragraph, but it is not specified for how long these payments are to be continued. I think such payments should be made to nursing mothers with children 5 weeks old and under. When the child becomes 5 weeks old, the mother can take it with her and do her allotted task of metal-breaking or other work.

Paragraph 82.—It is impossible to make daily payments on large relief works. These will require large establishments and will interfere seriously with the progress of works. Weekly payments are quite sufficient. New-comers will sometimes require daily payments for the first four or five days, and these can be arranged for. When such provision is made, all other payments can be made weekly without causing any hardship to the relief workers.

Paragraphs 90, 92 and 93.—The special Civil officers for the works should be appointed by the Public Works Department, and should be entirely under their control. The principle should be that all internal arrangements of works should be in charge of the Public Works Department. Outside the works the relief operations will be entirely under the control of the Collector.

Paragraph 124.—So far as works are concerned I would stop all kitchens altogether and give cash allowances for small children instead. The kitchens interfere with works, and are much more expensive than cash allowances. The small children should be divided into classes according to age. Children up to three years should be paid, say, one pice each per day; between 4 and 6 inclusive, two pice each per day; and between 7 and 10 inclusive, three pice each per day. These allowances might be varied according to the rates of staple food-grain at different times.

18. During the Famine of 1896-97 the principle departures from the provisions of the Bombay Famine Code, so far as relief works in the Sholapur District are concerned, were as follows :—

- (a) Limited piece-work system was introduced on a few of the works against the provisions of section 63.
- (b) Weekly payments were made, instead of daily and bi-weekly payments enjoined by section 82 of the Famine Code.

Both the above departures proved much more economical to Government than the Code provisions, and they caused no real inconvenience to the relief workers.

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APPENDIX I.

Excavating in earth and soft murrum and stacking the material at 100 feet lead.

Details of Piece-work Rates.

| Worker. | Outturn of work in 6 working days. | WAGES PAID PER WEEK INCLUDING SUNDAY WAGES. | | | | | |
|--|---------------------------------------|---|---|--|--|--------|------------------|
| | | Price of jowari 20 lbs. | Price of jowari 23 lbs. | Price of jowari 26 lbs. | Price of jowari 29 lbs. | | |
| | | As. P. | As. P. | As. P. | As. P. | As. P. | As. P. |
| One A Class man excavating 120 cubic feet per day. | 6 x 120 = 720 cubic feet. | 12 6 } + 1 5 } | 13 11 6 x 1 anna 10 pies = 11 0 } + 1 3 } | 13 3 6 x 1 anna 7 pies = 9 6 } + 1 1 } | 10 7 6 x 1 anna 6 pies = 9 0 } + 1 0 } | 10 0 | |
| One working child filling the above in baskets. | 720 cubic feet filling in baskets. | 9 0 } + 1 0 } | 10 0 6 x 1 " 3 " = 7 6 } + 0 10 } | 8 4 6 x 1 " 3 " = 7 0 } + 0 9 } | 7 9 6 x 1 " 3 " = 7 0 } + 0 9 } | 6 9 | |
| One A Class woman carrying 80 cubic feet per day. | 6 x 80 = 480 cubic feet . . | 11 8 } + 1 4 } | 12 10 6 x 1 " 8 " = 10 0 } + 1 2 } | 11 2 6 x 1 " 6 " = 9 0 } + 1 0 } | 10 0 6 x 1 " 3 pies = 7 6 } + 0 11 } | 8 5 | |
| One working child carrying 40 cubic feet per day. | 6 x 40 = 240 . . | 9 0 } + 1 0 } | 10 0 6 x 1 " 3 " = 7 6 } + 0 10 } | 8 4 6 x 1 " 3 " = 7 0 } + 0 9 } | 7 9 6 x 1 " 3 " = 7 0 } + 0 9 } | 6 9 | |
| One non-working child | 7 x 6 pies = | 3 6 | 7 x 5 pies = | 2 11 | 7 x 5 pies = | 2 11 | 7 x 4 pies = 2 4 |
| Total | 720 cubic feet excavated and carried. | 50 8 | 43 0 | 39 0 | | 34 3 | |

For an outturn of 720 cubic feet of earth or soft murrum (excavated and stacked) total payment will be 60 annas 3 pies, 43 annas, 39 annas and 34 annas 3 pies when jowari sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs., and 28 to 30 lbs. per rupee, respectively.

The corresponding rates per 100 cubic feet of earth or soft murrum (excavated and stacked) will be 7 annas, 6 annas, 5 annas 5 pies and 4 annas 9 pies respectively. (Rates allowed 7 annas, 6 annas, 5 annas and 4 annas respectively).

For every additional 100 feet of lead one A Class woman and one working child on minimum wages will be required. That is, each additional 100 feet of lead will cost 2 annas 11 pies, 2 annas 6 pies, 2 annas 3 pies and 2 annas, according as the grain sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs., and 28 to 30 lbs., respectively. (Rates allowed 24 annas, 24 annas, 2 annas and 2 annas, respectively.)

APPENDIX II.

Excavation in murrum, medium quality, and stacking the material at 100 feet lead.

Details of Piece-work Rates.

| Works. | Outturn of work in 6 working days. | Wages earned per week including Sunday wages. Price of Jowari 20 lbs. | Wages earned per week including Sunday wages. Price of Jowari 25 lbs. | Wages earned per week including Sunday wages. Price of Jowari 26 lbs. | Wages earned per week including Sunday wages. Price of Jowari 28 lbs. |
|--|---------------------------------------|---|--|---|---|
| Two A Class men excavating 80 cubic feet per day each. | 2x6x80=960 feet. | As. P. 27 10 2x6x2 annas 1 pie=26 annas. +2x1 anna 5 pies=2 annas 10 pies. | As. P. 24 6 2x6x1 anna 10 pies=23 as. +2x1 anna 3 pies=2 as. 6 pies | As. P. 21 2 2x6x1 anna 7 pies=19 as. +2x1 anna 1 pie=2 as. 2 pies. | As. P. 20 0 2x6x1 anna 6 pies=18 as. +2x1 anna=2 annas. |
| Two working children for filling the above in baskets. | 2x6x80=960 feet. | 20 0 2x6x1 anna 6 pies=18 as. +2x1 anna=2 annas | 18 8 2x6x1 anna 3 pies=15 as. +2x10 pies=1 anna 8 pies. | 15 6 2x6x1 anna 2 pies=14 as. +2x1 pie=1 anna 6 pies. | 13 6 2x6x1 anna=12 annas +2x9 pies=1 anna 6 pies. |
| Two A Class women carrying 80 cubic feet per day. | 2x8x80=960 feet. | 25 8 2x8x1 anna 11 pies=23 as. +2x1 anna 4 pies=2 annas 8 pies. | 23 4 2x8x1 anna 9 pies=20 as. +2x1 anna 2 pies=2 as. 4 pies. | 20 0 2x8x1 anna 6 pies=18 as. +2x1 anna=2 as. | 18 10 2x8x1 anna 3 pies=15 as. +2x11 pies=1 anna 10 pies. |
| wo non-working children . . . | ..... | 7 0 7x6 pies x 2=7 annas. | 6 10 2x7x5 pies=5 as. 10 pies | 5 10 2x7x5 pies =5 as. 10 pies. | 4 8 2x7x4 pies=4 annas 8 pies. |
| TOTAL . | 960 cubic feet excavated and carried. | 80 6 | 69 4 | 62 6 | 55 0 |

For an outturn of 960 cubic feet of murrum of medium quality (excavated and carried) total payments will be 80 annas 6 pies, 69 annas 4 pies, 62 annas 6 pies and 55 annas, when Jowari sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs. and 28 to 30 lbs., respectively.
 The corresponding rates per 100 cubic feet of murrum of medium quality (excavated and stacked) will be 8 annas 5 pies, 7 annas 3 pies, 6 annas 6 pies and 5 annas 9 pies, respectively. (Rates allowed 8½ annas, 7 annas, 6½ annas and 5½ annas, respectively.)
 For every additional 100 feet of lead one A Class woman and one working child on minimum wages will be required, that is, each additional 100 feet of lead will cost 2 annas 11 pies, 2 annas 8 pies, 2 annas 6 pies, 2 annas 3 pies and 2 annas according as the grain sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs., and 28 to 30 lbs. per rupee, respectively. (Rates allowed 2½ annas, 2½ annas, 2 annas and 2 annas, respectively).

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APPENDIX III.

Excavation in hard murrum with stacking the materials at 100 feet lead.

(Details of Piece-work Rates.)

| Worker. | Outturn of work in six working days. | Wages earned per week including Sunday wages. Price of Jowari 20 lbs. | | Wages earned per week including Sunday wages. Price of Jowari 23 lbs. | | Wages earned per week including Sunday wages. Price of Jowari 26 lbs. | | Wages earned per week including Sunday wages. Price of Jowari 29 lbs. | |
|--|--------------------------------------|---|--------|---|--------|---|--------|---|--------|
| | | As. P. | As. P. | As. P. | As. P. | As. P. | As. P. | As. P. | As. P. |
| Three A Class men excavating 40 cubic feet each per day. | 3 × 6 × 40 = 720 c. ft. . . . | { 3 × 6 × 2 a. 1 pie = 37 6 } { + 3 × 1 a. 5 pies = 4 3 } | 41 9 | { 3 × 6 × 1 a. 10 pies = 33 0 } { + 3 × 1 a. 3 pies = 3 9 } | 38 9 | { 3 × 6 × 1 a. 7 pies = 28 6 } { + 3 × 1 a. 1 pie = 3 3 } | 31 9 | { 3 × 6 × 1 a. 6 pies = 27 0 } { + 3 × 1 a. = 3 0 } | 30 0 |
| One working child for filling the above in baskets. | 720 c. ft. filling in baskets . . . | { 1 × 6 × 1 a. 6 pies = 9 0 } { + 1 × 1 a. = 1 0 } | 10 0 | { 8 × 1 a. 3 pies = 7 6 } { + 10 pies = 0 10 } | 8 4 | { 6 × 1 a. 2 pies = 7 0 } { + 9 pies = 0 9 } | 7 9 | { 6 × 1 a. = 6 0 } { + 9 pies = 0 9 } | 6 9 |
| One A Class woman carrying 80 cubic feet per day. | 6 × 80 = 480 c. ft. . . . | { 1 × 6 × 1 a. 11 pies = 11 6 } { + 1 a. 4 pies = 1 4 } | 12 10 | { 6 × 1 a. 9 pies = 10 0 } { + 1 a. 2 pies = 1 2 } | 11 2 | { 6 × 1 a. 8 pies = 9 0 } { + 1 a. = 1 0 } | 10 0 | { 6 × 1 a. 3 pies = 7 6 } { + 11 pies = 0 11 } | 8 5 |
| One working child carrying 40 cubic feet per day. | 6 × 40 = 240 c. ft. . . . | { 1 × 6 × 1 a. 6 pies = 9 0 } { + 1 × 1 a. = 1 0 } | 10 0 | { 6 × 1 a. 3 pies = 7 6 } { + 10 pies = 0 10 } | 8 4 | { 6 × 1 a. 2 pies = 7 0 } { + 9 pies = 0 9 } | 7 9 | { 6 × 1 a. = 6 0 } { + 9 pies = 0 9 } | 6 9 |
| Two non-working children . . . . | ..... | 2 × 7 × 6 pies = 7 0 | 7 0 | 2 × 7 × 5 pies = 5 10 | 5 10 | 2 × 7 × 5 pies = 5 10 | 5 10 | 2 × 7 × 4 pies = 4 8 | 4 8 |
| Total | 720 c. ft. excavated and carried. | 81 7 | 70 5 | 63 1 | 58 7 | | | | |

For an outturn of 720 cubic feet of hard murrum excavated and carried, total payments will be 81 annas 7 pies, 70 annas 5 pies, 63 annas 1 pie, 56 annas 7 pies when jowari sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs., and 28 to 30 lbs., respectively. The corresponding rates per 100 cubic feet of hard murrum excavated and stacked will be 11 annas 4 pies, 9 annas 9 pies, 8 annas 9 pies, and 7 annas 10 pies, respectively. (Rates allowed 11 annas, 8 annas, 8 annas, and 7 annas, respectively). For every additional 100 feet of lead one A Class woman and one working child on minimum wages will be required. That is each additional 100 feet of lead will cost 2 annas 11 pies, 2 annas 6 pies, 2 annas 3 pies and 2 annas, according as the grain sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs., and 28 to 30 lbs., per rupee, respectively. (Rates allowed 2½ annas, 2½ annas, 2 annas, and 2 annas, respectively.)

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APPENDIX IV.

Removing stacked materials to dam after the same are wetted. Lead 100 feet. Every 5 feet of lift will be considered as lead of 100 feet.

(Details of Piece-work Rates.)

| Worker. | Outturn of work in six working days. | Wages earned per week including Sunday wages. Price of Jowari 20 lbs. | Wages earned per week including Sunday wages. Price of Jowari 23 lbs. | Wages earned per week including Sunday wages. Price of Jowari 26 lbs. | Wages earned per week including Sunday wages. Price of Jowari 29 lbs. |
|--|--------------------------------------|---|---|---|---|
| One A Class man shovelling and filling 160 cubic feet per day. | 6 x 160 = 960 c. ft.. | As. P. 1 x 6 x 2 a. 1 pie = 12 6 + 1 a. 5 pies = 1 5 13 11 | As. P. 1 x 6 x 1 a. 10 pies = 11 0 + 1 a. 3 pies = 1 3 12 3 | As. P. 1 x 6 x 1 a. 7 pies = 9 6 + 1 a. 1 pie = 1 1 10 7 | As. P. 1 x 6 x 1 a. 6 pies = 0 0 + 1 a. = 1 0 10 0 |
| Two working children carrying 40 cubic feet per day. | 2 x 4 x 40 = 480 c. ft.. | As. P. 2 x 6 x 1 a. 6 pies = 18 0 + 2 x 1 a. = 2 0 20 0 | As. P. 2 x 6 x 1 a. 3 pies = 15 0 + 3 x 10 pies = 1 8 16 8 | As. P. 2 x 6 x 1 a. 2 pies = 14 0 + 2 x 9 pies = 1 6 15 6 | As. P. 2 x 6 x 1 a. = 13 0 + 2 x 9 pies = 1 6 13 6 |
| One A Class woman carrying 80 cubic feet per day. | 8 x 80 = 480 c. ft.. | As. P. 1 x 6 x 1 a. 11 pies = 11 6 + 1 a. 4 pies = 1 4 12 10 | As. P. 1 x 6 x 1 a. 8 pies = 10 0 + 1 a. 2 pies = 1 2 11 2 | As. P. 1 x 6 x 1 a. 6 pies = 9 0 + 1 a. = 1 0 10 0 | As. P. 1 x 6 x 1 a. 3 pies = 7 6 + 11 pies = 0 11 8 5 |
| One non-working child . . . | ..... | As. P. 1 x 7 x 6 pies = 3 6 3 6 | As. P. 1 x 7 x 5 pies = 2 11 2 11 | As. P. 1 x 7 x 5 pies = 2 11 2 11 | As. P. 1 x 7 x 4 pies = 2 4 2 4 |
| TOTAL | 960 c. ft. carried. | As. P. 50 3 | As. P. 43 0 | As. P. 39 0 | As. P. 34 3 |

For an outturn of 960 cubic feet of material carried after being previously wetted total payments will be 50 annas 3 pies, 43 annas, 38 annas, and 34 annas 3 pies when jowari sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs., and 28 to 30 lbs. per rupee, respectively.
The corresponding rates per 100 cubic feet carried after being previously wetted will be 6 annas 3 pies, 4 annas 6 pies, 4 annas, and 3 annas 7 pies, respectively. (Rates allowed 5 annas, 4 annas, 4 annas and 3 annas, respectively.)
In every additional 100 feet of lead one A Class woman and one working child on minimum wages will be required. That is, each additional 100 feet of lead will cost 2 annas 11 pies, 2 annas 6 pies, 2 annas 3 pies and 2 annas according as the grain sells from 19 to 21 lbs., 22 to 24 lbs., 25 to 27 lbs., and 28 to 30 lbs., respectively. (Rates allowed 3 annas, 2 annas, 2 annas, and 2 annas, respectively.)

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* 1. The whole district 4,521 square miles. The whole population 759,689 souls according to the census of 1891.

2. To both.

6. Yes, the soil is light and muramy to a large extent, and there is not much of subsoil water that can be used for irrigation.

12. Many people came on relief works when they were near their villages, though they had no real need of relief. These people could have been kept away, had a distance test been made applicable to them.

16. Introduction of kitchens on relief works had the effect of decreasing the numbers for a short time. But this was temporary. The people who deserted, all came back after two or three weeks.

Towards the end of the hot season, drafting on a large scale was made to Shetphal Tank and other distant works. The effect of this drafting was that about 30 per cent. of the people did not go to the distant works, and some of them suffered distress in consequence. The distress was however not serious.

22. The tasking was not efficient at first, on account of the great rush of people on works. It was gradually made stringent according to the Code. The wage has nearly always been a bare subsistence wage.

23. The relief works in this district were at first numerous, there being three or four in some talukas. But after some time all relief labour was concentrated on 7 or 8 large works for the whole district, residence on which was made a condition of relief. Residence on works means great discomfort and is greatly disliked by the relief workers. It forms therefore a fair test of necessity.

26. Yes. I think the people coming on the relief works earlier and with greater eagerness in the present famine is due to the experience gained in previous famines, when people that did not come on works early suffered most.

30. The total expenditure on famine relief works in this district was Rs. 27,89,221 up to the end of the October 1897, and the number of units of one day's relief relieved was 22,976,550. The cost of relief per unit for one day's relief was Rs. 1-11.

39. Relief works is the measure with which I am acquainted.

40. I have been in charge of famine relief works during the whole of the famine of 1896-97 in the Sholapur District.

43. As regards relief works, the principal departures from the Code were—

(a) Weekly payments instead of daily and bi-weekly.

(b) Introduction of piece-work system on relief works.

Both these departures were found conducive to economy, without causing any appreciable inconvenience to relief workers.

45. In future famines limited piece-work system should be introduced on relief works supplemented by Code system works when necessary. Kitchens on works should be abolished. Other departures from the course followed in the famine of 1896-97 have been referred to in detail in my notes sent to the Famine Commission.

52. Unmetalled roads. Average depth of embankment, muram, etc., 2½ feet; width of road 20 feet at surface; side slopes 1½ to 1.

Quantity of earthwork and muram will be 303,600 cubic feet per mile, which will employ $3,036 \times 3 =$ say 9,000 day units.

Metalled roads per mile will employ the same as above plus the number required for metalling and reserve metal.

Width of metal 16 feet; depth of metal for first coat 6 inches and 2½ inches will be the depth for five years' repairs.

Quantity of metal per mile will be $\frac{5,280 \times 16 \times 2\frac{1}{2}}{12} = 59,840$ cubic feet, which will employ $598 \times 25 =$ say 15,000 day units.

Metalled roads per mile will thus employ 15,000 + 9,000 = 24,000 day units per mile.

53. No new roads have been constructed in this district. Money was spent on collecting metal for some local roads where no metalling is really required. This has been practi-

cally a waste of money. The Local Board will never be able to utilize the metal.

54. No new roads are required in this district. The only useful roadwork available in future famines will be collecting reserve metal for the repairs of existing metalled roads.

55. I think it is a suitable work, where tasking and piece-work can be properly and conveniently arranged and paid for.

56. No. It is nowhere collected in this district in excess of 10 years' requirements for repairs plus the first coat of 4½ inches in depth.

57. Village tanks are only useful for cattle drinking and washing purposes. They are dry by the end of December or January in this district. They are not very useful works, and should be undertaken for relief purposes only in the absence of other suitable works. Village tank works are suited for local relief of about 500 workers for three months, and may be undertaken at the close of the famine, when it is desirable to employ agriculturists near their homes.

59. One upper subordinate or Assistant Engineer with the requisite paying staff, etc., under him, should be placed in charge of a group of about 20 village tank-works, with a sub-overseer or work karkun under him in charge of each tank for setting and exacting tasks.

An ordinary village tank-work will employ about 500 relief workers for about 3 months.

Admissions on these tank works should be refused to all except the needy, who will be selected and sent to works by the Revenue officers of the district.

60. The number of village tanks in this district is small. Some of them have been already cleared and improved by Civil Agency during this famine. These village tanks will not therefore give much work for future famines.

61. There are four of these reservoirs in operation in this district. One of them was commenced as a famine work in 1876-77. Two new reservoirs were started as relief works in the famine of 1896-97 in this district, and work on them is still in progress.

62. These reservoir works afford great protection against famine. The villages commanded by them are practically independent of the capriciousness of local rainfall, and are almost always certain of getting good crops.

63. There are tank sites in this district, and careful examination and investigation will probably bring out works of this class which may be undertaken as famine works in future famines. I would construct tanks in this district with such small catchments as 15 or 20 square miles even.

64. None in this district except wells, which were constructed by villagers from "Tagai" advances.

67. Nira Right Bank Canal for Malsiras Taluka might be tried. Some storage tanks with canals might also be obtained in this district after proper investigation.

69. I think it possible. Irrigation tanks with about 20 square miles of catchment and upwards should be included in the famine programme, so far as the Sholapur District is concerned.

70. Section 12 of the Bombay Famine Code. The programme for this district was not complete and brought up to date with plans and estimates when the famine commenced. This was due to want of establishments for working up irrigation projects, etc. Plans and estimates for several works in the famine programme were not even taken in hand, the schemes being simply noted as likely works worth investigating.

71. Three miles when the relief workers return every night to their villages, and 40 miles when accommodation is provided on relief works.

72. Yes, it would be practicable.

73. Yes, provided the nature of the climate does not differ materially from that of the taluka of the relief workers to be drafted.

74. In the late famine, the relief workers generally resided on the works, after huts were provided for them.

75. Residence was made a condition of relief towards the end of the famine.

76. Residents within ten miles of a work should not be admitted on the relief work without a special certificate of their being in need of relief from the revenue authorities. With this rule, residence on works need not be made a condition of relief. I found that several well-to-do agri-

* The numbers refer to the questions drawn up by the Commission.

culturists came on relief works when they were near their homes. This should be stopped, if practicable.

77. Distaste and unwillingness to reside on works in this district passed away and became less intense after three or four weeks' trial.

78. Certainly not. This will require an enormous establishment which it will be impracticable to secure.

79. When hutting was provided on works, no allowance was made for the distances travelled by relief workers for coming to works and returning to their houses at night. Distances from Government camps were, however, allowed for, in assigning tasks, reduction of one working hour being made for every mile of distance from camp.

80. Hutting cost 10 to 12 annas per worker.

81. Not seriously. The residents on works kept fairly well on the whole, except in the rainy season.

82. Such assistance was necessary in a few cases, and it was given out of charity fund. None was given at the expense of Government.

83. The proportion of dependants to relief workers on 4 small works in Karmala Taluka was 43 per cent. on 10th April 1897, while the same proportion on two large road works on the south of the Bhima river was 37 per cent. on the same date. The proportions ought to be nearly the same on all works. The smaller proportion on large road-works can only be explained by the supposition that some of the children on them were not mustered on account of the parents having to go long distances for work. The parents, rather than take their children to such long distances, gave up their cash allowances and kept them at home to save trouble and discomfort. In April, residence on works was not compulsory, and many relief workers lived in villages and went long distances to work.

84. The total number of day units of relief workers in this district up to end of October last was 22,976,550. Of these 19,602 were employed on piece-work. Since 4th November last, the relief works in this district are being carried on mainly on the limited piece-work system. The number on piece-work on 1st December last was 4,778.

85. Piece-work is not suitable for debilitated persons, and women and widowed mothers with many children coming on works without male relations.

86. Piece-work is suitable for all able-bodied persons. When famine is declared, I would start all relief works on the limited piece-work system at first. If it is found, later on, that debilitated persons and women with children, etc., suffer on the piece-works, I would open special Code system relief works for them, with bare subsistence wages and cash allowances for small children.

88. I would have special Code system relief works for them as stated above. Admissions on such works to be limited to such persons as are certified by the Revenue and Public Works authorities to be physically incapable of earning maintenance for themselves and their dependants on piece-work system works.

89. If there is plenty of useful work available, I would keep no limit, but otherwise I would not permit any one to earn more than the present A Class wages *plus* Sunday wages, *plus* allowances for non-working children.

90. The piece-work gang should consist of from 15 to 20 workers, the gangman being a worker himself. The gang should, if practicable, be the relations of the gangman or inhabitants of the same village with him.

91. Yes, generally, but complaints will sometimes arise which should be settled by the officer in charge of the work. The sub-divisional officer should keep an attendance register of the gang, which will enable him to settle disputes about payments.

92. Gang registers will have to be kept and many measurements will have to be taken. Karkuns will therefore be about the same, but the number of mukadams can be reduced by three-fourths by the introduction of the piece-work system. On piece-work the sub-overseers and maistries required will be half of the number required on task works. On task works, one cashier is wanted for 2,000 workers, while on piece-work, if concentrated, one cashier will suffice for 20,000 workers. On the whole, on large piece-works the work charged for establishment will be 50 per cent. of the establishment required for task-works, employing the same number of relief workers.

93. No.

94. I would have two classes, one for diggers, etc., and the other for carriers, etc.

95. Class I, 19 châtaks; Class II, 15 châtaks.

96. No.

96a. Not necessary.

97. I would take 10 to 14 as the age of working children; above 14 they will be classed, tasked, and paid as adult workers; below 10 they will be non-workers. Working children's wage should vary from 13 châtaks to 10 châtaks. Task of working children should be half that of carriers (Class II).

98. Ten years.

99. Fine proportionately according to work performed.

100. I think they are not expedient in the interest of work.

101. Yes. There has been no perceptible deterioration in health in such cases.

102. No.

103. I am in favour of paying a wage for Sunday or rest-day, but it should be distributed over the wages of the six working days of the week. There should be no separate Sunday wage paid.

104. Yes. I think fixing such a standard task for carriers to be highly desirable.

105. The formula is one that may generally be accepted in principle. On Bombay works, however, the material to be excavated is hard black or brown soil, and murrum soft and hard. All the excavation is made by picks and not by hoes as in Sind, Punjab and Northern India. A separate "filler" is generally allowed on Bombay works. The depth of pits from which material is taken is often not more than 18 inches, so far as black and brown soils are concerned. The value of the initial effort will therefore be less than 72 feet, the figure given in Mr. Higham's formula, so far as Bombay works are concerned. The ratio for reducing lift into lead assumed by Mr. Higham is 1 to 12. This is, I think, high. I am not prepared to say what it should be, however, without making some special experiments. The exact formula to be adopted for the Bombay works should, I think, be left to be decided by a committee of local experts.

106. The duty of 10,000 proposed by Mr. Higham for an average famine carrier may do, so far as earth is concerned; but in carrying murrum, soft and hard, lighter duties will have to be fixed as standard tasks. I would leave the question of this duty also to the decision of a committee of local experts, so far as Bombay works are concerned.

107. I think intelligent and selected members of work establishment can be instructed to do this.

108. Weekly tasks should be assigned to parties of about 25, and measured at end of the week.

112. The proportions of women and working children to male workers have been as follows in this district:—

From November 1896 to October 1897 inclusive—Women workers + working children : male workers :: 195 : 100.

In December 1896—

Women workers + working children : male workers :: 163 : 100.

In April 1897—

Women workers + working children : male workers :: 202 : 100.

In August 1897—

Women workers + working children : male workers :: 183 : 100.

In October 1897 on *piece-works*—

Women workers + working children : male workers :: 109 : 100.

In October 1897 on *task works*—

Women workers + working children : male workers :: 198 : 100.

113. The women and children have not exceeded twice the number of male workers in this district generally.

114. Small relief works on present Code system, costing Rs. 1,000 and less, such as tank-clearances, prickly-pear cutting, etc., may be entrusted to Civil Agency. All other works should be carried out by the Public Works Department.

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116. Executive Engineer to be responsible for the interior management of the works after the people are once drafted to them, and the Collector for the outside management such as drafting, grain supplies, etc.

118. Active, educated, English-knowing employes on the permanent establishments of Government offices.

119. Yes.

120. Yes. There should be no kitchens at all on relief works.

121. Magisterial powers will seldom be required, and I think Public Works officers and subordinates and other relief officers working under them should not be entrusted with them.

122. I have not seen works managed by Civil Agency in this district. They were stopped very soon after starting.

124. Once a week.

125. Piec unit should be adopted, one pie being neglected and two pies being taken as one pie.

126. By independent cashiers.

127. In the later stages of famine, admissions on works were entirely in the hands of the Collector, and no one was admitted on works without a pass from village officers. I think this system should be continued, as Revenue officers know best who wants relief and who not.

129.

| | Maximum. | Minimum. |
|----------------------------|----------|----------|
| Assistant Engineer | 20,000 | 5,000 |
| Upper Subordinate | 10,000 | 2,000 |
| Lower Subordinate | 2,000 | 500 |

130. There should be no kitchens at all on relief works. Cash allowances should be given to non-working children on Code system works. On piece-works, the allowances for small children and Sunday wages should be included in the rates.

131. A statement showing proportions of normal cost of famine works in this district, 1st, to wages paid including Sunday wages, and 2nd, to all expenditure on famine works

is attached to these replies as Appendix I. The ratio of normal cost to wages paid including Sunday wages comes to 1 : 1.95. The ratio of normal cost to all expenditure on famine works comes to 1 : 2.54.

132. I think a committee of local experts should be appointed to draw up sets of forms and returns for famine works. These must be simple and short, so that they can be accurately and punctually filled in by the untrained men who will be available for filling them in famine times. The returns as regard numbers and expenditure should be weekly, and as regards the quantities of work and their normal and famine values, they should be monthly. The half-monthly returns proposed by Mr. Higham seem to me to be too complicated, to be accurately filled up by the class of karkuns and clerks that we mostly get for famine works.

133. No. I received no such complaints.

134. I do not think there was any foundation for these complaints, if they have been made.

137. I do not think the contingency is likely to arise, as the wages on famine works are to be mere subsistence wages.

139. I do not think this possible in this district.

198. Non-working children on relief works should be relieved by money doles to the parents. I think the parents can safely be trusted to spend the money upon the children.

257. All practicable precautions were taken on relief work camps to provide pure water-supplies for drinking purposes and to protect the same against contamination.

273. Jowari with "tur" for currie.

274. Three meals—light meal in the morning at 9 A.M., midday meal and evening meal. Jowari bread forms the bulk of each meal. There are vegetables, "tur" currie, "gram" currie and "chutnies" used in addition.

275. In the absence of jowari, bajri is used and also "nachani."

286. No. They almost always got it dearer by a quarter of a seer per rupee in the bazars attached to works.

77A. No.

113A. I do not think this to be very feasible. In the first place there may be no suitable work available where required. When available, it will be consumed very early in a poor district like Sholapur. I think test works ought to be opened immediately when there are signs of a famine.

113B. Yes.

113C. If the works are ordinary sanctioned works provided for in the budget, and if the works are carried on as ordinary works at normal rates, the expenditure can be debited to the budget grant concerned.

APPENDIX I—*vide* REPLY TO QUESTION NO. 131 OF INDIAN FAMINE COMMISSION OF 1898.

Statement showing proportion of normal cost of Famine Works in Sholapur District, 1st, to wages paid including Sunday wages, and 2nd, to all Famine charges.

| No. | Names of Famine Relief Works. | Total Famine works expenditure including all charges. | Famine works expenditure on wages only including Sunday wages. | Value of work done at normal rates. | Ratio Column 5 bears to Column 3. | Ratio Column 5 bears to Column 4. | REMARKS. |
|-----|--|---|--|-------------------------------------|-----------------------------------|-----------------------------------|----------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | A.—COMMUNICATIONS. | Rs. | Rs. | Rs. | | | |
| | (1).—ROADS. | | | | | | |
| 1 | (a).—Construction of New Roads. Kuslumb-Yermala Road Diversion | 30,969 | 26,327 | 12,699 | | | |
| | (b).—Improvement and repairs of existing roads. | | | | | | |
| 2 | Improving and metalling Karmala-Aljapur road and stacking metal thereon for repairs | 49,282 | 34,366 | 20,302 | | | |
| 3 | Improving and metalling Karmala-Jategaon road and stacking metal thereon for repairs | 57,005 | 40,605 | 25,700 | | | |
| 4 | Improving and metalling Poona-Hyderabad road, Section III (between Sholapur and Tandulvadi) and stacking metal thereon for repairs | 95,939 | 65,365 | 25,127 | | | |

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| No. | Names of Famine Relief Works. | Total Famine works expenditure including all charges. | Famine works expenditure on wages only including Sunday wages. | Value of work done at normal rates. | Ratio Column 5 bears to Column 3. | Ratio Column 5 bears to Column 4. | REMARKS. |
|-----|--|---|--|-------------------------------------|-----------------------------------|-----------------------------------|----------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | A.—COMMUNICATIONS— continued. | Rs. | Rs. | Rs. | | | |
| | (1)—ROADS—continued. | | | | | | |
| | (b).—Improvement and repairs of existing roads.—continued. | | | | | | |
| 5 | Improving and metalling Kuslumb-Yermala road and stacking metal thereon for repairs | 20,713 | 14,445 | 7,838 | | | |
| 6 | Improving road from Sholapur to Bārsi | 31,343 | 21,937 | 17,235 | | | |
| 7 | Improving road from Jeur to Temburni | 18,622 | 13,347 | 9,378 | | | |
| 8 | Improving and metalling Karmala-Boregaon road and stacking metal thereon for repairs | 30,261 | 22,057 | 12,532 | | | |
| 9 | Improving and metalling Kurduvādi-Temburni road and stacking metal thereon for repairs | 55,874 | 40,885 | 17,492 | | | |
| 10 | Improving Sholapur-Pandharpur road | 42,109 | 29,209 | 21,488 | | | |
| 11 | Improving and metalling Poona-Hyderabad road, Section I (from river Bhima to river Seena) and stacking metal thereon for repairs | 63,503 | 51,855 | 6,556 | | | |
| 12 | Improving and metalling Pandharpur-Janoni road and collecting metal thereon for repairs | 3,36,341 | 2,59,147 | 1,11,211 | | | |
| 13 | Improving and metalling Pandharpur-Phaltan road and stacking metal thereon for repairs | 3,42,005 | 2,54,107 | 1,09,139 | | | |
| 14 | Improving and metalling road from Sangola to Akluj | 51,296 | 43,675 | 19,246 | | | |
| 15 | Improving and metalling Mohol-Pandharpur road and stacking metal thereon for repairs | 1,22,064 | 73,599 | 21,481 | | | |
| | (c).—Collection of material for roads. | | | | | | |
| 16 | Collecting metal for 10 years' repairs to Bārsi-Yedsi road | 71,521 | 54,979 | 35,650 | | | |
| 17 | Collecting metal for 10 years' repairs to Yedsi-Tadwāla road | 14,676 | 12,261 | 9,603 | | | |
| 18 | Stacking metal for 10 years on Jeur-Karmala road | 40,499 | 27,670 | 18,634 | | | |
| | (2).—RAILWAYS. | | | | | | |
| | (a).—Embankments and cuttings. | | | | | | |
| 19 | Earthwork on Bārsi Junction, Pandharpur Railway | 4,85,611 | 3,96,825 | 2,59,826 | | | |
| 20 | Earthwork on Pandharpur-Sangola Railway | 2,66,969 | 2,38,847 | 1,51,917 | | | |
| | B.—IRRIGATION AND WATER-SUPPLY. | | | | | | |
| | (a).—Construction of Storage Dams for Irrigation. | | | | | | |
| 21 | Constructing Pathri Tank | 2,86,756 | 2,35,425 | 1,10,846 | | | |
| 22 | Do. Tank at Mangi | 1,88,888 | 1,54,962 | 55,908 | | | |
| | (c).—Repairs and additions to Irrigation Dams and Canals. | | | | | | |
| 23 | Repairs to Ekruk Tank and Canals | 49,896 | 45,433 | 20,927 | | | |
| 24 | Draining and filling in the pool of water behind the Ekruk Tank Dam | 2,463 | 1,761 | 1,180 | | | |
| 25 | Strengthening and improving the banks of Mhasvad Tank Canals | 16,932 | 15,539 | 14,340 | | | |
| 26 | Adding a berm in rear of a portion of Ashti Tank Dam | 2,684 | 2,271 | 1,713 | | | |
| | TOTAL . . | 27,59,221 | 21,79,919 | 11,17,968 | 1 to 2.54 | 1 to 1.95 | |

Mr. K. R. Godbole. (President.)—You are Executive Engineer of the Sholapur District?—Yes.

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Have you had much experience of famine?—Yes; I had charge of the works in the portion of the district north of the railway. Mr. Clifton was in charge of the other portion. In November I came into charge of the whole district. There are still some relief works in the district.

Had you any previous experience of famine works?—Yes; as an Assistant Engineer in Sholapur and Poona Districts during the famine of 1876-77.

What kind of works had you?—Since November 1897 I have carried on works on the piece-work system. I fixed the piece-work rate on the supposition that every able-bodied worker was allowed the A class wage. I fixed the wage so as to allow the A wage + Sunday wage + non-working children's allowances. I assumed that an A task would be performed by all the able-bodied workers.

What is your opinion about the standard task?—My opinion is that it is rather low.

Of how many members does a family consist?—My typical family is a man, wife, two working children, and one non-working child.

If a family be weak and could not earn an A class wage, would they get a subsistence wage?—If they could only perform half the task they would only get half the A wage, which would really be more than the D wage. If they did less than $\frac{1}{2}$ they would get less than the D wage.

What is your experience? Do they perform the A task?—All able-bodied workers as a rule perform the A task.

Were there any who did not do the A task?—There were a few who were unable to earn a subsistence wage.

What did you do for them?—No special measures were taken for them.

How are gangs formed?—The gangs consist of from 15 to 20 workers, who are selected by the gangman, as far as possible from his own family or relatives.

Who selects the gangmen?—The people select their own gangmen.

Do the gangmen try to keep out weakly people?—I saw no such tendency if the people belonged to his own village or family. A weakly person from outside would be rejected.

What became of those who were refused as outsiders?—There was always some light task-work available for them.

Did they get A wages?—They got C or D wages.

Was there always work enough for them?—As a rule there was enough light task-work for these people, but if necessary I compelled a gangman to take in 1 or 2 weakly persons.

What is the ratio of the value of work done?—The ratio of cost of work to the total famine Public Works Department expenditure is as 1 to 2.54

Which is cheaper, task or piece-work?—My written evidence will show that piece-work on the two piece-works we had was cheaper to Government.

What is the reason of this?—The reason for piece-work being cheaper is the smaller establishment required and the absence of the minimum wage.

What classes of people were on each kind of work?—The same class of people were on piece-work as on task-work, except that weakly people did not come to the piece-works as there were task-works for them.

Have you had charge of any task-works?—Yes. My piece-work is practically task-work without a minimum and with a maximum.

How did you arrange they would not get more than the A wage?—I did not allow any one to do more than the maximum task calculated as I have explained above.

Did you keep a gang-register?—Yes, a weekly gang-register, and did not allow more than the maximum task to be done in a week.

Who did you pay for the work done?—The gangman.

Did you pay him for the work done or for the number of persons present in the gang each day?—I paid him for the work done.

Were all your works useful works?—No; some were not useful, but we had to start them as there were no others available.

Can you suggest any useful works to be carried out in a future famine?—I think a useful programme of irrigation reservoirs might be prepared for the district. I have already prepared plans for some such reservoirs.

What was the maximum distance people came to the works?—Forty miles.

Did you refuse work to a man who lived close to the works?—No.

Did you make residence on the works compulsory?—Yes. We made that a condition of relief in May.

Did the people object to go long distances for work?—At first they did, and some remained away and would not come.

When you closed small works did the numbers on large works increase proportionately?—No; the increase was less by about 20 per cent.

When were the works closed?—Most of the works were closed in October or November.

Did you notice that any particular class refused to attend works at a distance?—No. All classes objected.

Were all your large works in the district?—All except one which was in the Poona District.

Did any of your men go to the Poona work?—We drafted some to the Poona work, but most men refused to go, and some went but soon deserted.

Had you huts on the works from the beginning?—We constructed them as soon as possible.

Was residence compulsory before the huts were constructed?—No. When we made residence compulsory many went away at first, but eventually they all returned to the works.

Was it possible for people to go home every evening before the huts were provided?—No; it was not physically possible.

In what month were the numbers on works highest?—In July and August. They fell off in September and October and works finally stopped when the kharif was cut.

Were there any small works open in August?—No.

Before residence on works was made compulsory, where did people live?—They either lived in camps or came from their homes about 3 miles away from the works.

In case of another famine are you of opinion that people would go to a distance of 30 miles for work?—In another famine if Government only had large works from the very beginning, I think people would go 20 or 30 miles to them, provided decent huts are given. I think they will go before they get reduced and emaciated.

Is this true only as regards small landholders and coolies?—Coolies will go at once and small pattidars when they feel the pinch badly and lose their cattle.

Are there any forests in this district?—Yes, there are some small forests.

What is the difference between the former and present famines?—The difference is that in 1877 works were commenced much too late and the tasks were not properly adjusted.

Did the people who came to the works late send their wives and children earlier?—No.

Would you recommend both large and small works being opened?—No: not at first. I would only have large works; later on, I would, if necessary, open special small works for the weak and debilitated if it was found they could not get on on the big works.

Would you suggest any measures for saving cattle?—In a famine like the one we have had this year it is impossible to save the cattle. They must die.

Do you think villagers found employment in their villages?—For sometime work was available in the villages from the taccavi advances. A number of wells were dug.

Did these advances give much work?—Not very much, and that only to the able-bodied.

Would you give any special allowance for non-working children?—Not on large works if they were on the piece-work system. They would be provided for in the piece-work rate. If instead of piece-work task-work were the system adopted on the large works, then I would give the parents a cash allowance for non-working children.

Would you fix the payment on the price of grain?—Yes.

During the famine you paid two pice to each child?—Payment was made according to the Famine Code scale.

When was this allowance stopped?—In May or June.

Why?—Government thought the number of children excessive, and the cash allowance was stopped and kitchens substituted. The number of children at once fell off, as a great many of the people would not send their children to kitchens.

What do you think of kitchens?—My own opinion is that kitchens are useless. I would recommend payment in cash to all children on a graduated scale. Kitchens are very expensive and are open to fraud.

Will not the parents neglect their children and eat their doles themselves?—No, I do not think so.

Who admitted people on works?—The Civil officers under the orders of the Collector. They would admit no one without a *chalan* from a Revenue officer.

Why were these *chalans* introduced?—To keep out improper people.

Who were improper recipients?—Those not in need of relief and people from other districts.

Did many come to works without the *chalans*?—Very few came without them.

Do you approve of the system?—Yes.

Who gave the *chalans*?—The lower Revenue officers, such as headmen of villages.

What wage do the weavers earn on the works?—On the works for weavers now open the D wage is being given. They are unable to do the full task, being weakly people, and they do not earn the full wage.

Under these circumstances should not the task be reduced?—No: I would rather give gratuitous relief than reduce the task.

Why?—Because it would demoralize the work, and there should be return for money spent.

Do you think the D wage earned by these weavers is sufficient?—It is sufficient to keep body and soul together and no more.

Are the weavers a weakly set of people?—Yes, even in ordinary times they are a poor weakly set.

In a future famine how would you relieve weavers?—I would relieve them in their own trade as they seem to feel outdoor work in the hot weather more than other people and the work blisters their hands.

Would the blistering of their hands disqualify them for their own work?—I do not know.

How many classes would you have on task-works?—Two classes as suggested in Mr. Higham's proposals. But I

would pay the higher class 19 chattaks and the lower class 15 chattaks.

Would you pay men and women carriers the same wage?—Yes. I know it is against the custom of the country to give a man and woman the same wage, but the objection to that would be overcome.

On what grain did you calculate the wage?—We calculated the wage on the grain ordinarily eaten by the people, which is white jowari of medium quality.

Is there much difference in the prices of the different qualities of jowari?—There may be a difference of 1 or 2 seers between the medium jowari on which we calculated the wage and the very worst jowari.

Of what were the huts on relief works made?—Either of mats or gunny-bags.

Did they keep out the rain?—Neither quite kept out rain, and both are liable to be blown down.

Did employers of labour in villages pay higher wages during the famine?—The wages paid by them were much lower than usual: they followed the Government example and gave low wages.

Who does the classification of labourers?—The actual classification of labourers is done by the Special Civil Officers, but it is liable to modification by the Executive Engineer. Under our present system, the Executive Engineer has the power to make any modification required. The Commissioner could not issue any orders as to tasks and wages without the consent of the Superintending Engineer.

Should not the Collector be consulted before any change is made?—There is no rule that the Collector should be consulted before changes are made.

Did many men remain in the villages and send their women and children to the works?—Very few able-bodied men remained in the villages, sending the women and children to the works.

How were children and old dependants relieved?—They were fed at kitchens on the works.

How are weakly people detected on works?—As a rule we have a Special Medical Officer attached to each work. He can pick out any weakly person and give him special treatment.

(Mr. Higham).—Which are the ordinary contract rates for the several kinds of earthwork referred to in Appendices I, II and III of your written statement?—Ordinary contract rates for excavating and stacking, 100 feet of lead, are:—

- I. Earth and soft murrum { 4 annas earth.
6 " murrum.
II. Medium murrum . . . 10
III. Hard murrum . . . 1 to 1½ rupees.
For every extra 100 feet lead 1½ annas.

RAO BAHADUR V. R. PATWARDHAN, Huzúr Deputy Collector, Sholapur, called in and examined.

I put in a written statement of evidence and written answers to the Commission's questions.

Before proceeding to frame my replies to some of the questions forming the scope of the Commission's enquiry, I beg respectfully to state at the outset that I was not in personal charge of any famine work during either of the famines of 1876 or 1897, and that my connection with this district is very short, dating from 8th May 1897 only; moreover, my observations and experience are confined to the city of Sholapur, as I have all along been in charge of the Huzúr Account Office here.

The whole district was affected with famine. The area of the district is 4,542 square miles, and the population, according to the census of 1891, is 750,689.

In all Rs19-5-0 only were remitted and Rs1,24,263-6-1 postponed on account of land-revenue collections during the year 1896-97. No more remissions have yet been formally sanctioned, but it is expected that during the currency of 1897-98 about Rs1,500 will have to be written off as irrecoverable.

I append hereto (a) a statement of prices of jowari and bajri prevailing at Sholapur for a period of 17 months from September 1896 to January 1898, (b) a comparative statement of rainfall.

(a).—Statement showing the rates of Jowari and Bajri Rao Bahadur V. R. Patwardhan.

| Name of month. | SEERS PER RUPEE. | | | |
|----------------|------------------|-------|--------|-------|
| | Jowari. | | Bajri. | |
| | Seers. | Chts. | Seers. | Chts. |
| September 1896 | 13 | ... | 10 | ... |
| October " | 8 | 6 | 7 | 10 |
| November " | 5 | 10 | 4 | 10 |
| December " | 6 | 6 | 5 | 2 |
| January 1897 | 6 | 10 | 5 | 12 |
| February " | 6 | 12 | 5 | 8 |
| March " | 6 | 7 | 5 | ... |
| April " | 6 | 5 | 5 | ... |
| May " | 6 | 9 | 5 | ... |
| June " | 6 | ... | 4 | ... |
| July " | 4 | 13 | 4 | ... |
| August " | 4 | 6 | 4 | ... |
| September " | 4 | 6 | 4 | ... |
| October " | 5 | 7 | 6 | ... |
| November " | 5 | 11 | 6 | 6 |
| December " | 5 | 5 | 6 | 5 |
| January 1898 | 5 | 10 | 7 | 4 |
| February " | 7 | 15 | 9 | ... |

Note.—The prices of jowari and bajri in a normal year are generally 14 and 11 seers per rupee respectively.

Rao Bahadur V. R. Patwardhan. (b).—Statement showing the average Rainfall in the Sholapur District during the year ending May 1897 and also from June 1897 to January 1898.

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| Month. | Fall in the year ending with May 1897. | | Fall from June 1897 to January 1898. | | REMARKS. |
|-----------------|--|--------|--------------------------------------|--------|---|
| | Inches. | Cents. | Inches. | Cents. | |
| June . . . | 2 | 20 | 3 | 39 | The average rainfall during the three years ending May 1896 was 31 inches and 64 cents. |
| July . . . | 5 | 47 | 3 | 78 | |
| August . . . | 2 | 60 | 1 | 43 | |
| September . . . | ... | 70 | 10 | 3 | |
| October . . . | ... | 16 | 8 | 8 | |
| November . . . | 2 | 9 | ... | ... | |
| December . . . | ... | 8 | ... | ... | |
| January . . . | ... | ... | ... | ... | |
| February . . . | ... | ... | ... | ... | |
| March . . . | ... | ... | ... | ... | |
| April . . . | ... | 22 | ... | ... | |
| May . . . | ... | 27 | ... | ... | |
| TOTAL . . . | 13 | 77 | 26 | 71 | |

Gratuitous Relief.

* 148. 021 per cent. of the population of the affected area (whole district) was placed on gratuitous relief at the period of maximum pressure of the famine.

161. So far as the Sholapur City is concerned, I can unhesitatingly say that the knowledge that gratuitous relief is given by the State did not lead to the drying up of private charity quicker than would otherwise have been the case; and it did not also tend to make the people cast their customary obligations for the support of the poor upon the State. On the contrary, many of the well-to-do residents of the city were freely dispensing private charity for the very reason that there was famine amidst them, and they did this in several forms, such as the distribution of clothing, grain, cooked food, etc., without imposing any rigid test of admission, with the object of supplementing the noble efforts of Government. At the same time it may be stated that most of the recipients of private charity were cripples and unable to help themselves by going to work. Besides the two shops started by Messrs. Virchand and Visandas for selling grain at cheaper rates, referred to in detail later on, I proceed to give below a few instances of private charity in the city in support of my above statement.

(1) Mr. Virchand distributed 557 bags of jowari worth Rs.5,507-6-0 and clothing valued at Rs.151-9-0.

(2) Mr. Warad fed from three to four hundred Lingayats at his house with cooked food throughout the famine at a cost of Rs.4,000, and from 150 to 200 boys for eight months in his sugarcane field at a further cost of Rs.1,000.

(3) A fund was started by some of the Lingayats of the city like Mr. Sharanappa Kodgi to the extent of Rs.5,050, which was expended in three months in feeding from 700 to 800 men of their own caste and in giving them clothing at the Malkarjun temple.

(4) Shet Raoji Nanchand Guzar and others, helped by some merchants from Bombay, collected subscriptions and distributed bread and cooked vegetables without distinction of caste and creed to from 1,300 to 1,500 persons daily at a total cost of Rs.4,686, from 26th July to 10th November 1897. Most of the recipients of the charity were Mahars, Mahangs and Mussulmans.

(5) Mr. Fulchand Gopalchand Marwadi distributed clothing (saries, cholies, blankets, etc.) at a cost of about Rs.2,000 to the poor people of all castes.

(6) The following merchants distributed grain to poor people in various quantities according to their means.

The details are as under :—

| | Bags of Jowari. | Value. R |
|---------------------------------|-----------------|-------------|
| (1) Mr. Haribhai Dewkarni . . . | 100 | 1,200 |
| (2) „ L. N. Sarda . . . | 60 | 720 |
| (3) „ Raoji Nanchand . . . | 100 | 1,200 |
| (4) „ Hirachand Sakhamam . . . | 100 | 1,200 |
| (5) „ Fulchand Gopalchand . . . | 100 | 1,200 |
| | 460 | 5,520 |

(7) Mr. Hanmandas Shingi, Shaik Saheb, Mr. Kisanlal Hanamaya, Imam Darji and a few others started a similar fund in the Sadar Bazar and distributed bread and dal to persons, varying from 800 to 1,000, for about three weeks at a cost of about Rs.10.

(8) Ramapa Mitkari and others distributed bread daily to about 100 persons for nearly a month.

151. There is no poor law in India, and the State accepts no obligation in this respect as in European countries. It is one of the most redeeming features of our family system, whatever its other defects, that it is recognized in all castes and classes as a solemn duty to support dependants—old, infirm and otherwise incapable of helping themselves; and that generally speaking this duty is, on the whole and in normal years, honourably discharged.

In hard times, however, those whose duty it is to maintain them find the task increasingly difficult, and as distress deepens and their resources fail, they have no alternative but to let them go on public relief. Even under such circumstances, as long as they have any means left, it is found they help them and do not send them to a poor-house. A man would rather go himself on relief work, leaving to his dependants—his aged mother or father, uncle or aunt—what means he should still possess, than throw them on public charity. Accordingly, in the earlier stages of famine, the number of persons in receipt of gratuitous relief is never very large as compared with the number of those who labour on relief works. It is only as the period of distress advances, and when these dependants have exhausted all their private means, that they come on the gratuitous dole; and their number increases and reaches its maximum towards the close of the famine.

153. The population of the district in round numbers is 7 lakhs 50 thousand, and the maximum number on any one day of the labourers on relief works last year was 1 lakh and 25 thousand or a little over 16 per cent. Assuming that the number of persons requiring gratuitous relief is 1/4th of the number of labourers, the number of persons requiring such relief may be roughly estimated at 2 per cent. of the whole population at the most.

154. In the earlier stages, it may be safely assumed that if the number of labourers on relief works is small, the number of persons needing gratuitous relief would not be large. But the case is otherwise in the closing stages of the distress. The number of relief workers may be stationary or even declining, but the gratuitous dole register may be found to be expanding out of all proportion.

155. There is nothing to be said against the practice of compelling dependants, as a condition of relief, to accompany the relief workers to the works. On the contrary, such a condition enables the helpless dependants to live in the close neighbourhood of their able-bodied relatives. At the same time it deprives them of the advantage of personally safeguarding their moveable property, poor as it is, and taking timely measures for the preparation, etc., of their small fields.

156. Yes, because it is no fault of the incapable person that his able-bodied relative refuses to go on to the relief work. The able-bodied person should, in the first instance, be induced to go, but if he is persistent in his refusal, I would then advocate the giving of gratuitous relief to the helpless person.

157. No such assumption would be justifiable. Generally speaking, people in this country do not cast themselves on public charity except under stress of necessity. As long as they have anything with them with which to support themselves, they may be trusted not to take undue advantage of the liberality of Government.

Except the professional beggars and the notoriously idle, particularly in the lower castes, no one would ask, as long as he could help it, to be relieved in this way, and most persons, it may be safely presumed, who can work, and yet need relief, will willingly submit to the test of labour on the works.

A sum of Rs.4,54,036 has been spent under this head from December 1896 to December 1897 as detailed below :—

| | R |
|-------------------------------------|----------|
| Kitchen | 1,58,580 |
| Poor-house | 653 |
| Village dole | 2,16,409 |
| Inferior village servants | 72,718 |
| Superior village servants | 4,367 |
| Weavers | 1,809 |
| | 4,54,036 |

* The numbers refer to the questions drawn up by the Commission.

As to Orphans.

220 and 221. These questions do not present much difficulty so far as the Bombay Presidency is concerned. We have already a few private orphanages (in Bombay, Poona and Pandharpur and other places) to which these orphans may be transferred at the close of the famine, grants-in-aid for their support out of the State revenues being allowed for a limited period.

When the State takes such orphans over during the stress of the period of famine, its responsibility in respect of them does not end with the famine, but continues until they are able to take care of themselves and earn their bread.

Generally when the famine is over, the communities to which the orphans belong will be found, on appeal, willing to take charge of them. In exceptional places, where it seems impossible to dispose of the orphans in this way, it would be the obvious duty of Government to start a central orphanage for them, to be maintained out of public funds, and keep it as long as may be necessary, no new admissions of course being made.

Private charitable relief as auxiliary to State relief.

As Government has made itself responsible for the saving of life during the currency of a famine, I respectfully submit that the objects mentioned below, *viz.*, object I B (i) supplementing famine wage to relief workers, object I B (ii) supplementing the Government gratuitous dole, I B (iii) providing meals for children and aged and infirm persons about relief works, and II, relief of orphans, seem to trench upon the field of Government operations. For if life is to be saved, it should be by providing full meals and sufficient gratuitous dole to the helpless from Government funds without depending upon private charitable relief to come in for aid of the State.

The statement of the 2nd object, *viz.*, relief of orphans seems to require modification. As above remarked, the State is responsible during the currency of a famine for the maintenance of orphans, and private charitable relief should be utilized for their support after the famine. The words "after the famine" may therefore be added. I, however, think that during the currency of a famine the fund could properly be expended in giving clothing and extra comforts to them, and if after the famine any surplus remains, it might with advantage be spent in meeting the cost of their education in some useful craft and of their maintenance when necessary.

I am not aware of any sensible overlapping of charitable and Government relief under object III, and therefore do not think that any special rules or measures are necessary in this respect.

227. The opening of such shops would be a legitimate method of giving relief to respectable persons with small fixed incomes, but I do not think that it will be a practically useful measure, because the same reason, *viz.*, the loss of reputation, which would prevent their accepting gratuitous relief, would come in the way of their taking advantage of these shops.

228. I answer the first part of this question in the negative, for the reasons above given. Two such shops were opened in the city of Sholapur, but the sales were not restricted to respectable persons with small fixed incomes. One was opened by Mr. Virchand Depchand, agent of the local Cotton Spinning and Weaving Mill, and the other by Mr. Visandas Nihalchand of Karachi. Mr. Virchand's shop was at work for nearly 14 months, but the other was started late and remained open for only two months. In the first shop, jowari alone was sold up to rupee 1 per head, and that too for a day in the week. No such restrictions were imposed on sales at the second shop.

The average number of persons who took advantage of Mr. Virchand's shop every Tuesday was about 2,000 in the beginning and about 600 later on towards its close. The average daily number of purchasers at the second shop was about 200. Nearly two-thirds of the purchasers at both the shops were from Sholapur itself and the rest belonged to surrounding villages. At the first shop, 8,794 bags of jowari were sold in all, the total loss incurred in the whole bargain coming up to Rs 13,743-4-9. The loss incurred by the starter of the other shop cannot be ascertained, as he has returned to his province and his accounts are not now available for inspection. The records of the Railway Station, however, show that he imported and sold 2,543 bags of jowari, 26 bags of rice and 25 of wheat. A similar shop was opened in August 1897 under the direct supervision of Local Government officers, but it was kept open for three

consecutive Sundays only, as the necessity for its further retention was obviated by the opening of Mr. Visandas' concern. Rs 70-9-3 were in all expended from out of the Indian Famine Charitable Relief Fund on the temporary maintenance of this third shop.

229. These shops did not seem to interfere with the private trade, at any rate to any sensible extent. They, however, did operate to steady the market and to prevent fitful raising of rates by the local Marwaris and other grain dealers, who were only too eager to take advantage of the circumstances and to make as much profit as possible at the expense of the poor purchaser. The operation of these shops was not, however, very effective, because they were not enough to meet the whole demand. In the first place the restrictions imposed on the sales at one of them induced large crowds of poor people to visit it, eager to secure admission, and thus those in somewhat better circumstances, who would otherwise have been only too glad to make purchases at it, were prevented from doing so by the rush caused and the necessity for long waiting. Again, even if the transactions at both the shops were more numerous, they would not have sufficed to meet the whole demand, which from personal knowledge I can say was very much in excess of the supply. It would, therefore, have been well had a few more such shops been started by some of the local well-to-do people.

230. I answer this question in the affirmative for the reason that certain agricultural operations, such as weeding, ploughing and manuring, requiring labour and considerable expenditure beyond the means of broken-down agriculturists, require to be undertaken just before the commencement of the agricultural season, and which, if not then carried out, become much more expensive but less effective afterwards.

231. I respectfully submit that relief under object IV should primarily be given to those agriculturists whose condition is helpless for the time being only, but who, if helped in their need, are likely to keep on their holdings on account of their thrift and not allow them to fall permanently into the hands of the sowcars on account of their temporary indebtedness. If, however, relief be dispensed indiscriminately to all needy agriculturists alike, much of the money which could otherwise be better spent, will have been thrown away.

232 and 233. I answer these questions in the affirmative for the reason that, in some cases, broken-down agriculturists, though thrifty, may not find it possible, after providing for repayment in time of the statutory loans with interest, to spare surplus funds from which to maintain themselves and their families during the period. And if such help, *viz.*, the grant of tagai, is altogether withheld from them, it is just possible that they may degenerate into reckless and indigent agriculturists or labourers with no hope to improve their condition in the near future.

234. Yes. The operations of the Indian Famine Charitable Relief Fund, as supplementary to Government relief, have been in many cases of great service in the supply and preservation of agricultural cattle, in the maintenance of poor but deserving people, and in supplying additional comforts, such as clothing, to labourers and others.

235 and 236. I append two statements furnishing details as to the nature and extent of the relief granted from the charity fund and the number of persons relieved under each object in this district.

239 and 240. I am respectfully of the opinion that it was right to spend the bulk of the fund in helping broken-down agriculturists. It is a well-known fact that a very large majority of the Indian people—about 75 per cent.—are agriculturists, pure and simple, by profession, and it is only fair and just that the bulk of the charity fund should be spent in helping them. Again, roughly calculating, the well-being of from 10 to 15 per cent. of the population (artizans, etc., following other professions) is dependent, or nearly so, on that of the agriculturists, and, moreover, there are no industries or other channels available in this country to which agriculturists could conveniently be drafted for employment and maintenance if circumstances compelled them to give up their own avocation. The expenditure of a large portion of the fund under this head, therefore, besides doing substantial good to the persons helped, is calculated to result in great economic advantage to the country generally.

241. It is very difficult to state the approximate area sown with aid from the charity fund in this district. All that is known with definite certainty is that Rs 93,482-2-9 were spent from this fund in supplying the needy agriculturists

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with the required seeds. At the time of the sowing season, 4 seers of jowári were sold for the rupee, and as jowári is the most important crop in the district and a greater portion of the above amount was expended in charity on the purchase of this particular kind of seed, it may be taken, as an approximately correct estimate, that 373,928 or in round numbers 374,000 seers of jowári, purchased from the charity fund, were utilized for sowing purposes. It is true that the quantity of seed required for sowing varies with the quality of the soil, but the general understanding is that 2 seers on an average are required per acre. So that it may be assumed, with some approach to accuracy, that about 187,000 acres of land were sown from the fund in this district.

As to loans to cultivators and land-holders.

199. Under the Land Improvement Loans Act:—

| R | |
|---------|---------------------|
| 337,640 | For wells. |
| 17,625 | For other purposes. |
| Total | 3,55,265 |

Under Act XII of 1884:—

| R | |
|-------------|---------------------|
| 39,363 | For seed. |
| 40,954 | For cattle. |
| 1,38,916 | For other purposes. |
| Total | 2,19,733 |
| Grand Total | 5,74,998 |

202. The following periods have been fixed for the repayment of advances:—

- (1) Land improvement—From 2 to 10 years according to the amount advanced.
- (2) Seed and fodder—1 year.
- (3) Cattle—2 years.

203. No.

204. As a matter of principle, "subsistence" advances even in such times of pressure must be an exception rather than the rule. Those who have no property or no credit to fall back upon should generally be required to go to relief works for employment. Otherwise so much public money will have been thrown away. Loans advanced to indigent persons by way of relief would only have the effect of maintaining in idleness a class of people who being capable of work ought to be made to work as a condition of relief. Even the cultivators who may be hopelessly involved should expect no special treatment in this regard. The case of respectable persons, whether agriculturists or others, who would suffer and starve in silence than submit to the degrading test of labour on public relief works, stands on a different footing, and such advances, if made to them, have their justification. But in all other cases, work and wages on relief works rather than loans should, as a rule, be offered to all those who ask for relief.

205. The raiyats, who are in fairly solvent circumstances and possess property in land and credit, have in such times a special claim to the sympathetic consideration of Government. They constitute an important and numerically strong section of the agricultural community on whose enterprise and resourcefulness the general prosperity of the country so much depends. In periods of severe distress, their ordinary resources fail and they find themselves hard pressed, but they can never be induced to come upon State relief, and rather than part with their lands, or sell their cattle, would borrow to the full extent of their credit. If, therefore, in such a time of sore need the State refused them help in the shape of cheap loans, they would only get more and more involved in debt. In ordinary years loans, except for purposes of land improvement and other industrial enterprises, are of course out of place; but in times of famine the usual conditions of the advance may be advantageously relaxed and loans given to such people even for domestic purposes.

206. No; all cultivators would not, as a rule, want to borrow instead of going to the relief works. But even if they did, Government should advance money only to such as are in possession of credit and deserving of their help, so that there should be no increase in the general indebtedness of the cultivator.

STATEMENT A.

| Expenditure from Indian Famine Charitable Relief Fund on Objects I to IV. | | R | a. | p. |
|---|--|----------|----|----|
| Object I A (i) | Purchase of clothing to be given to persons on relief works or on village dole | 17,833 | 8 | 2 |
| " A (ii) | Grants of money for purchase of clothing. Provision of comforts in Government poor-house | 2,619 | 4 | 0 |
| Object I B (i) | Supplementing famine wage to relief workers. | 90 | 10 | 9 |
| " B (ii) | Supplementing the Government gratuitous dole | 4,055 | 7 | 1 |
| Object IB (iii) | Providing meals for children and aged and infirm persons about relief works | 1,378 | 12 | 6 |
| | Assistance for sending men to the relief camp | 9,207 | 3 | 9 |
| Object II, | Relief of orphans | 18 | 10 | 10 |
| | The sum paid to Pandharpur Orphanage | 119 | 4 | 7 |
| Object III A (i) | Purchase of clothing to be given to respectable poor not in receipt of Government relief | 500 | 0 | 0 |
| " A (ii) | Grants of money to the same for the purchase of clothing | 5,304 | 4 | 6 |
| " B | Purchase of grain to be distributed in doles | 894 | 12 | 5 |
| " C | Grants of money doles For cheap grain shop | 2,993 | 1 | 5 |
| | | 8,091 | 14 | 1 |
| | | 646 | 5 | 5 |
| Object IV— | | | | |
| A | Grant of money for subsistence of cultivators | 3,267 | 7 | 5 |
| B (i) | Purchase and maintenance of cattle | 1,24,696 | 9 | 5 |
| B (ii) | Grants of money for the purchase of cattle | 20,799 | 4 | 0 |
| C (i) | Purchase of seed | 46,225 | 12 | 0 |
| C (ii) | Grant of money for the purchase of seed | 47,256 | 6 | 9 |
| D (i) | Purchase of fodder to be given to cultivators | 44,991 | 12 | 8 |
| D (ii) | Grants of money for the subsistence of cattle | 28,158 | 6 | 0 |
| Miscellaneous (details to be given)— | | | | |
| Wages of labourers | | 821 | 14 | 4 |
| TOTAL | | 3,69,465 | 12 | 1 |

| Statement showing the persons relieved under the heads I to IV. | | Men. |
|---|--|--------|
| Object I. | Relief to persons on relief works and in receipt of Government dole— | |
| A (i) | Number relieved by grant of clothing | 30,910 |
| A (ii) | Number relieved by grant of money for purchase of clothing | 2,264 |
| | Number relieved by provision in Government poor-house | 1,698 |
| B (i) | Number relieved by supplementing the famine wage on relief works | 6,280 |
| B (ii) | Number relieved by supplementing the Government dole | 2,929 |
| | Number relieved by clothing received from England | 207 |

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| Statement showing the persons relieved under the heads I to IV. | Men. |
|--|---------|
| Object III.— <i>contd.</i> | |
| B (iii) Total for the month of the number relieved daily by providing meals for children and aged and infirm persons | 5,103 |
| Assistance for sending men to relief camp | 26 |
| Object II. Relief of orphans | 195 |
| Object III. Relief to respectable poor not on relief works or in receipt of gratuitous dole— | |
| A (i) Number relieved by grant of clothing | 10,537 |
| A (ii) Number relieved by money for the purchase of clothing | 241 |
| B Number relieved by grant of grain dole | 1,536 |
| C Number relieved by grant of money dole | 1,134 |
| Object IV. Relief to cultivators in order that they may have a new start in life— | |
| A. Number relieved by grant of money for subsistence while cultivating operations are in progress | 1,168 |
| B (i) Number relieved by grant of cattle | 5,753 |
| B (ii) Number relieved by grant of money for the purchase of cattle | 1,233 |
| C (i) Number relieved by grant of seed | 15,548 |
| C (ii) Number relieved by grant of money for the purchase of seed | 4,520 |
| D (i) Number relieved by grant of fodder | 1,148 |
| D (ii) Number relieved by grant of money for the subsistence of cattle | 9,766 |
| TOTAL | 102,196 |

(President.)—You are Huzúr Deputy Collector?—Yes.
Were you engaged on famine relief works?—I was not actually engaged on famine relief works. I was

engaged on treasury work, but I was Honorary Secretary of the Famine Relief Fund.

Do you think that the revenue suspensions made during the famine will be recovered?—Yes, most of the revenue suspensions will be recovered.

How much revenue has been remitted?—Only Rs 19 have actually been remitted.

Are there no special provisions in the Revenue Laws regarding remissions in case of famines?—There are no special provisions in the Revenue Laws regarding remissions in case of failure of crops.

What is the difference between the Local and the Imperial seer?—A Local seer = 140 tolas and an Imperial seer = 80 tolas.

Was much grain imported?—The district of Sholapur as a rule exports grain, but during the famine a great deal of grain was imported.

Have you many orphans in Sholapur?—We have 14 famine and plague orphans in Sholapur?

Was much money advanced as tagái?—Rupees 5,74,998 were advanced as tagái for wells.

What does a well cost?—A well costs from Rs 100 to Rs 500.

What security was given for these advances?—The money was advanced on the security of landed property and was as a rule applied to the purpose for which it was given.

Was there much borrowing during the famine?—There was a large increase in borrowing. This is shown by the increase in the number of mortgage deeds (especially of redeemable sales) during the famine period.

Did your "cheap shops" keep down the prices of grain?—Our "cheap shops" had only a very slight effect in keeping down prices. The transactions were too small in size and number to have this effect.

Was the rise in prices in November 1896, a reasonable rise?—I do not think the rise of prices in November 1896 was a reasonable rise. I think it was due to panic.

When did gratuitous relief begin?—It began in November 1896. I think it should always begin at the same time as relief works.

Will people go to works at a distance from their homes?—People will not go to works at a distance till all their resources are exhausted.

Was money scarce on the works?—There was no difficulty experienced in procuring money at the works.

RAO SAHEB S. S. PITAMBARE, Mamlatdar, Sholapur, called in and examined.

I put in a written statement of evidence and written answers to the Commission's questions.

As far as gratuitous relief with which I was connected was concerned, no material departure was made from the Code prescriptions, except in regard to details.

Pregnant women were not admitted on dole, unless their pregnancy advanced beyond six months. Registers of persons fit to take gratuitous dole were not prepared by village officials and submitted to the Relief Mamlatdar. The Circle Inspectors who were appointed visited villages and houses, and admitted such people on dole as appeared to them fit.

During the early stage of famine the grain was doled out in local measures; but that practice was soon stopped on the appointment of Relief Mamlatdars. Prescriptions as laid down in Section 59 (d) were not observed. The grain-dealer was asked to sign and pass an acknowledgment on the back of the dole bill before he received the money. Village Mahars used to come once a week to take the money of the dole bills and give it to the grain-dealer through village officers. This departure was practised to facilitate business and to enable to recoup the amount at once. Section 50 (b) of the Code allowed a permanent advance of Rs. 100 to the Relief Mamlatdars. The advance was raised to 500. It was still found inadequate. To observe the prescriptions of the Code as laid down in Section 59 (d) would have required an advance of Rs. 4,000, for payment on week-days reached

that maximum. The departure made did not in the least affect the grain-dealer.

Section 60 of the Code allows the Collector to put on dole sweepers and other menial servants, but dole to Kolis, who are sweepers of chavadis, was refused.

Respectable persons were not as a rule admitted on dole. Some of them were relieved by the grant of cash out of the Charitable Relief Fund.

No efforts were made in Karmala Taluka to relieve artisans by providing them work in their own trades.

No semi-gratuitous relief was given to *parda nashin* women under the Code.

In the first place the number of such women were spread in the taluka in not more than some ten villages. It was not thought advisable to organize any system to give relief to these women. They were given a few rupees from the Charitable Fund. No relief was given to weavers in Karmala Taluka by employing them in their own trade. Government thought it was too expensive a system of relief, and that it could not be carried with due regard to economy. Karmala Taluka, which does not abound in weavers, was not any way the worse for the absence of this sort of relief.

Weavers and Salis were spread over a few villages, such as Korti, Tembhurni, Rople and Karmala. Some of the weavers went on relief works, but the majority of them stuck to their looms. Private traders bought their productions at a much cheaper price. The last year, being a Sinvast

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year, no marriages were performed. This is one of the reasons why weavers' productions had no market. Weavers were greatly helped by Mr. Weir, the present Collector of Sholapur. Some of the weavers from Tembhurni got work from him. Almost all the cloth that was distributed gratis out of the Charitable Relief Fund was purchased from local weavers. No doubt what could have been done for weavers was done out of the Charitable Relief Fund. Supposing had there been no fund of the kind, would it have been justifiable to send weavers on relief work, whether it be of metal-breaking or earth-digging?

With all respect to Government I would humbly suggest that an experiment of employing weavers in their trades should have been tried somewhere on a small scale. I personally think, though I have no experience of the matter, that it was not difficult to start a weaving industry. Many of the rich traders engaged weavers on ordinary wages. If Government were to take the place of these traders, it would not have had to carry the bargain with much disadvantage. Skilled labour costs much in ordinary days, but during famine times it is extremely cheap. The Yeola and Poona weavers manufacture excellent pitambar, patthanis, and other costly clothes. If we were to employ these weavers on ordinary wages, say 3 annas a day, by supplying raw material to them, we could have got costly clothes on cheap labour. The weavers would have brought their own looms. A shed with a supervising staff was only necessary. It was not difficult to sell what the weavers had produced. Sales in lots would not have cost much. I have travelled so much ground simply to show that it was not impracticable to relieve weavers in their trade.

No poor-houses were established at Karmala when the Code prescribed that there shall be one at least at the head-quarter station of a taluka. No necessity for such a poor-house was felt, and hence it was not opened.

Relief Mamlatdars were not given Magisterial powers in the Sholapur District, while they were given such powers in the Bijapur and Ahmednagar Districts. Section 19 (b) says that Relief Mamlatdars must be invested with at least second class Magisterial powers. I do not know why it was not thought necessary to give such powers.

Section 90 of the Code contemplates the appointment of Special Civil Officers, having summary powers; but in the Sholapur District the Special Civil Officers were not invested with even third class Magisterial powers. The Civil officers appointed were mostly clerks and karkuns on a petty salary of about Rs 50 or Rs 60. The work of a Civil officer is a responsible one, and could not be expected to be effective at the hands of low-paid subordinates. At least men of the Mamlatdar's position and pay should have been appointed as was done in the Bijapur District. Minimum ration was given to inferior village servants. They are required to do hard work. I would propose maximum ration in the case of these men.

The degree of success which attended the measures adopted, considered primarily with regard to relief of distress and the saving of human life, and secondarily with regard to economy.

There are 123 villages in Karmala Taluka. Gratuitous dole was established in about 95 villages. In a few villages it was not established on account of the extreme smallness of the population and the absence of grain shops there. A shop-keeper was asked to distribute grain by going to surrounding villages. Not more than two villages were thus entrusted to one shop-keeper. He did his duty well. In big villages dole was established even when there were no shop-keepers. The village officials were asked to buy grain from distant places and distribute it. This was done to prevent any difficulty coming in the way of dole-recipients. There were eight Circle Inspectors appointed to seek out distress and redress it. They were given each 15 villages in their charge. They were compelled to go round each of the villages within the course of seven days, visiting two villages daily, one in the morning and one in the evening. They leaned, as far as my experience went, more on the side of generosity in admitting persons on dole. Very seldom a worthy man was refused dole. Corn of better quality was used to be given. Grain was preferred to prevent flour of bad corn being given. Other items were not given in deference to people's wishes, but additional grain, 30 lbs., was given for other items. The chief reason why this course was resorted to was because it was found that the shop-keepers gave a shorter quantity of other items. Every care was taken to see that no destitute was refused dole; but much suffering and emaciation was caused by the people sticking to their villages. Young children and old persons were

represented to be orphans and destitutes, respectively. The whole amount of grain given to them did not go to them. The members of the family had a share in it. The little quantity of grain that was given was turned into bread by mixing a large quantity of boiled vegetable with it.

To prevent indiscriminate expenditure and jobbery, a Panch committee of villagers was appointed to supervise the distribution of grain, and to see that the full quantity of grain was given. My supervision over the Circle Inspectors' work led to the striking off persons admitted on dole who ought not to have been admitted. Thus a wholesome check was exercised over free and liberal admission and consequent large expenditure. To prevent a shop-keeper from submitting false dole-bills or putting greater number of dole-recipients in the body of bills a form of muster-roll was given, arranged in the order of men, women, big children and small children. Consecutive numbers were given to each. Circle Inspectors were asked to check the office copy of the bill with reference to the muster-roll. By this method the submission of false claims was made an impossibility. The average number of persons daily fed did not rise above 2 per cent. The average number of persons daily fed was 1,759, and the average daily expenditure was Rs 188, i.e., each dole-recipient cost on an average 1 anna and 8 pies. No death from starvation attracted my notice or was recorded. The total amount of expenditure from the beginning of November 1896 to the end of October 1897 amounted to Rs 67,713-0-0, vide Exhibit No. A. Karmala is a bad taluka in respect of crops. It is bigger than some of the sister talukas and greater in extent, and more liable to famine. Under these circumstances the apparently large expenditure was, I think, justified.

The clerical staff of the Relief Mamlatdar was extremely poor; one karkun of Rs 20 was allowed to him. He was found to be incapable to cope with all the clerical work. His and the Mamlatdar's energies were taxed to the uttermost. One more hand was needed.

The Relief Mamlatdars appointed were quite new to the district and to work. It would have been better if ordinary Mamlatdars were made Relief Mamlatdars as was done in the neighbouring Bijapur District.

As to the extent and severity of distress.

*1. The whole of Karmala Taluka, comprehending an area of 732 square miles and containing a population of 93,000, was affected. The whole area is always liable to famine on account of the unseasonable and insufficient fall of rain. There are only low hills in Karmala Taluka. Deep fertile black soil is to be found in about 20 villages on the side of the Bhima.

2. The distress was due principally to local failure of rains in the months of September-October and consequent failure of harvests and to the smallness of food-stocks with people. The preceding two years 1894 and 1895 were ordinarily good years, the rainfall being seasonable and sufficient for rabi crops.

3. (a) Karmala is more a rabi than a kharif taluka. The principal crop is jowari. In about 30 villages, situated to the east of the taluka, kharif crops are partially sown. The rest of the taluka is productive of rabi crops only. The rain in the month of September 1896, the time most favourable for the sowings of rabi crops, measured only 1 inch and 22 cents. This was a fitful rain and also insufficient for the commencement of sowings. The western portion of the taluka was, however, sowed, and a few acres on the Bhima side. Three-fourths part of the taluka was left unsown. There was almost no rain in October. The fall was only 38 cents. The shower in the month of September not being succeeded by another good rain, the sowings did not germinate and did not healthfully grow. However, a good rain came in the third week of November. This rain gave a great stimulus to the already stunted crops. The crops, however, returned a yield of about 3 or 4 annas. The three-fourths of the land which was left unsown in the month of September was sowed in the month of November. These sowings germinated only to die. A few fertile lands close to the Bhima river did return a yield of 12 annas. Elsewhere there was no yield at all. The whole crop of the taluka was valued at 3 annas. During the year 1894 and 1895 the rainfall was seasonable and sufficient and the crop was valued between 8 and 10 annas, vide rainfall and crop valuation statements marked Exhibit No. B and C, which accompany.

(b) The prices of food-grains in the month of November 1896 rose unexpectedly at a bound. The jowari began to be

* The numbers refer to the questions drawn up by the Commission.

sold at 23 lbs. per rupee. During a corresponding month in the year 1895 the prices of jowari were 62 lbs. per rupee. Thus it will be seen that the prices rose by more than 250, *vide* Exhibit No. D.

I have not got an experience of any of the famines, except the past one, but from the Statistical Atlas, prepared by Mr. Ozanne, the Director of Land Records and Agriculture, in the year 1888, the average prices quoted during the famine of 1876-77 are 25½ lbs. per rupee; but I learn from the inquiry with the people who had experience of the famine of 1876-77 that there was a time in the year 1877 when jowari was sold at 12 lbs. per rupee.

I think that it would not be out of place if I attempt to explain the sudden rise in prices during the early stage of famine. Panic seized the people. Everybody expected the failure of harvests over the greater part of India. A vast demand was developed at once. Traders engaged themselves in wild speculations, and hence the abnormal rise in prices was experienced. Another reason for the high prices was due to the stoppage of free exportation of corn.

4. The condition of the people just before the failure of rain was not satisfactory. They generally have only enough to maintain themselves till the next harvest, and if that is to fail, half the population becomes stockless and resourceless. The preceding two years were not years of bumper crop, but only of middle ones.

5. People living as they are in a locality seldom enjoying a bumper crop, except once in four years, can seldom be said to enjoy a fair measure of well-being at any time.

6. The agriculture of Karmala Taluka is entirely dependent upon timely and sufficient fall of rain. There are no canals or tanks for irrigation purposes. There are only 2,512 wells for irrigation. The land irrigated comes to 13,374 acres, *i.e.*, 4 per cent. of the total area of the taluka.

7. Nearly 10 per cent. of the population are traders, such as Marwadis and Gujars; 30 per cent. of agriculturists have also got means to tide over a season of the distress. Again, 30 per cent. of the population have got some credit to fall back upon. The remaining 30 per cent. are first to succumb to the pressure of famine. These latter 30 per cent. consist of mere labourers and servants and petty craftsmen. The 10 per cent. of traders and the first 30 per cent. of agriculturists have got some reserves of money and of corn.

8. I regret to say that I have not got any experience of the famine of 1876-77.

9. When people began to swell the number of relief workers, responsible Government officers thought that the people took advantage of Government relief works when they themselves had enough. The officers, therefore, insisted that no one could gain admission on relief works (1) except on production of a certificate or dakhala from village officers that the man was in need and wanted work, (2) that the village was not within 10 miles from relief centres. When Government officers insisted upon these two conditions being fulfilled as precedent to the gaining of admission, they, in fact, over-estimated the resources of people. For the non-fulfilment of these conditions a few people did not get work. They had to return to their villages, and there live upon vegetable diet under sanguine hopes that their condition would soon be bettered by the fall of rain.

As to the sufficiency and economy of the relief measures.

10. At Karmala, which lacked in irrigation facilities and which was badly off, the number of relief workers in the month of August, the most critical time of the year, was 13,135. The population of the taluka is 93,000; so the per cent. of relief workers was only 14. But a great many people migrated before the opening of the relief works and never returned or returned only in small proportions. I find that some of the people are still returning. Had no migration taken place, I believe that the per cent. of relief workers might have reached 20. The per cent. 15 as found by the Famine Commission of 1879 is no doubt an approximate one, but at times it may go up to 20.

As to gratuitous relief.

148. The number of gratuitous dole-recipients was 4 per cent. at the period of maximum pressure, *i.e.*, in the month of September, but it was two per cent. on an average during the whole year.

149. The persons relieved were from all classes, but the Mahars and Mangs formed the majority.

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150. Except those that were relieved as attendants upon the incapable, all the other relieved were incapable of work. They at times had relations bound to support them, but unable to do so.

151. In ordinary years these persons are supported either by their relatives, or by charity. Famine sends their relatives either to relief works, or makes them migrate. Private charity flows very stintedly and at times it stops entirely. Under these circumstances the destitutes possess no means of supporting themselves. The State has to step in.

153. I do not think that the last famine was anything but acute. The per cent. of people gratuitously fed was only 4 per cent. at the maximum pressure of famine and when the relief was freely administered. It is difficult to fix a particular proportion in reference to a particular track of land. All will depend upon the extent of migrations and the number of dependants that accompany their relatives on relief works.

154. The smallness of number of relief workers at the early stage of famine may not be a fair criterion of the smallness of distress and the less need of gratuitous relief in villages—

(1) Ignorant as the people are, they seldom know what passes around them. They scarcely realize in what state the neighbouring or distant districts are before they think of migration. This want of information followed by migration has had to do with the diminution of number on relief works.

(2) Better sorts of agriculturists and petty artisans feel reluctant to take up the metal-breaking work to which they are not accustomed before and to sit along with Mahars and Mangs to metal-breaking. These sentiments are also a cause of the diminution of relief workers, but this is a case specially applicable to the early stage of famine, and not when the famine is deep.

155. I think that if the dependants are made to accompany their relatives on relief works, it will be a sign of the test of necessity; but the evil is that some of the agriculturists who leave their old relatives behind to look after one or two cattle they may have, and to preserve their huts, will find, if made to take their dependants with them, on return that they will have no cattle, that their houses have been pulled down and that they will have nothing to make a start in life again. I therefore think that dependants of persons other than agriculturists should be refused dole, and that they be made to accompany their relatives.

156. If the able-bodied relative is unable to support his incapable dependant, though he may be bound to do so, I may admit the incapable person on dole, under Sections 57 and 54, as being incapable of doing work and having no relatives able to support him.

157. Gratuitous relief given in villages is very popular and eagerly sought for by people who do not deserve to get any such relief. My arrival at a small village attracted crowds of people round about me all seeking admission on dole. I was even pursued for a mile or two to gain admission.

158. I have no reason to think that the staff of Circle Inspectors was inadequate. There were eight Circle Inspectors for 123 villages. Each one had to inspect only 15 villages, which he could do within the course of a week by visiting two villages daily. These Inspectors were authorized to admit people on dole. Recruited as they were from Forest Department and from the class of Patwaris, they were ill-informed and were at times indiscriminate in making admissions on dole. I used to go round over the whole taluka within five or six weeks, and check the Circle Inspectors' work. I used to scrutinize all dole recipients and strike off all those that appeared to me unfit to receive the dole. By a wholesome check fraud and indiscriminate expenditure were kept down.

159. The staff of Circle Inspectors should have been more intelligent and better paid. I would like that they were recruited from among schoolmasters if possible. Frequent checks are necessary over the work of Circle Inspectors. Where the taluka is large, one Mamlatdar cannot efficiently check the work. If an assistant of the qualification of a Head Karkun be given to the Relief Mamlatdar in addition to his one karkun the supervision would be frequent and effective.

160. The recipient of the gratuitous relief is called as Bhikar or a beggar. He thinks lightly of himself when he

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Rao Sahab accepts the gratuitous relief. But no social or caste-stigma *S. S. Pitam-* attaches to him.

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161. Private charity partly stints when the Government charity is a little profuse. People who are not generously inclined, but used to give charity out of mere customary obligation, point out the beggar to the State as the distributor of charity, and give less than what they give ordinarily. In ordinary big villages it does not dry up entirely. It flows partially and stintedly in spite of the profuseness of Government charity.

162. Only some of the attendants whose number is extremely small could be employed on labour, not the destitutes themselves.

163. The villagers are unfit to undertake the construction of canals or tanks. Only the work of cutting prickly-pear could be exacted from attendants.

164. In the early stage of famine people feel greatly reluctant to resort to kitchens to take their meals there. I therefore do not think it advisable to open kitchens at the early stage of famine. But they may be necessary when the famine has far advanced. If they have been opened at a higher stage of famine, they might be retained when it is subsiding.

165. People of high castes and of respectable antecedents will starve rather than submit to the relief given in kitchens. Besides caste prejudices reign supreme in India. Brahmans, Wanis, Marwadis would not take food prepared by Kunbis. It is difficult to get coos of all castes. People who really need relief would not get it but for the opening of the kitchen system. They would immensely prefer grain or money dole given in villages. I therefore think that the substitution of kitchens for gratuitous dole in villages will come in the way of giving relief to a few needy persons.

166. Apart from sentimental difficulties, the cost of kitchens would be immense. If I am to take Karmala Taluka for illustration, I think that as many as eight kitchens shall be required. The expense for the establishment of one kitchen as detailed below will be about Rs. 125 per month. Eight times of 125 would be Rs. 1,000.

The establishment staff of one kitchen shall be—

| | |
|--|-----|
| One Superintendent on | 20 |
| A storehouse-keeper on | 15 |
| Two peons, each on R7 | 14 |
| One Hospital Assistant on | 30 |
| Three gate-keepers, each on R8 | 24 |
| Four cooks, each on R5 | 20 |
| Total | 123 |

The expenses of hutting and the buying of cooking-pots and other materials will have to be taken into consideration. During the last famine the monthly expenditure on dole was on an average Rs.4,580. If Rs.1,000 are to be spent monthly on establishment, i.e., 25 per cent. of the monthly expenditure incurred on gratuitous relief without affording proportionate relief to the people, I think that the kitchen system may be abandoned—

- I. It will in the first place keep back respectable persons from seeking relief.
- II. It might prove dispopular with people on account of their prejudices.
- III. It might involve Government into great expenses without affording due relief to people.

167. Gratuitous relief was given in the form of grain. I prefer grain to money, for money might be frittered away in buying fruits and things not essentially needed. At times it may prove difficult to get grain for money, for all villages have not got grain shops. During the last famine I gave additional grain, i.e., 30 lbs. for other items, because the bania used to deceive people by giving a shorter quality of other items. People were pleased to receive additional grain for other items. They were also pleased to take grain instead of flour, for they suspected the bania of distributing flour prepared of bad corn.

168. The grain was generally given at the bania's shop, who was appointed to distribute it. In big villages the distribution was ordered to be made from the chavdi. The latter arrangement was only made to prevent bad corn being given. Chavdi is a place where a few villagers are always to sit. Their presence was a check to the giving of bad corn.

169. I have not observed anywhere in Karmala Taluka where people gave money or surrendered a part of their dole to be placed on gratuitous list. Village officials were not allowed to admit persons on dole. Some mischief was played by banias in combination with village officials. The mischief consisted in giving ordinary corn to the dole recipients and charging the rate of the best corn in the body of the dole bills. Efforts were made to minimize this evil by explaining to the people that they should freely tell the Circle Inspector and the Relief Mamlatdar what sort of grain was given to them. Some did bring the complaint. The bania was changed, and his bill was not passed.

170. Police organization had had nothing to do with the dole matter. Revenue Patils and Kulkarnis helped a great deal without any remuneration. They were sometimes asked to buy grain and distribute it themselves where no bania was available. They were preparing weekly dole bills, keeping muster-rolls and dole accounts.

171. In Municipal towns the work of distributing grain was left to the members of the Municipalities. The non-official members seldom put their heart into the thing. They entrusted their duty to their paid subordinates.

As to loans to cultivators and land-owners.

199. Rupees 87,264 were advanced for land improvements, and Rs. 38,000 were advanced for seed and cattle. No advance was made for subsistence.

200. In the case of loans advanced for land improvements almost the whole money was applied to the object for which it was given. Only a part seems to have been utilized for subsistence. I understand that some people paid their land revenue out of it.

201. The loans advanced were no doubt beneficial to the cultivating classes, as they were able to buy bullocks and seed therefrom. More money was wanted and more benefit would have been derived if the money had been advanced.

202. Advances made for the improvement of land are usually made repayable within 10 yearly instalments, each instalment falling due at the time of paying land assessment. The Rule 17 (2) under Land Improvement Loans Act prescribes the maximum period of 20 years within which the advancement may be made returnable.

Loans granted for the purchase of seed are made returnable within one year. A loan for the purchase of cattle is made repayable within two years or such further period not exceeding 10 as the Collector may see fit to fix.

203. No advances were made for the purchase of food.

204. I think that advances for the purchase of food may be made to respectable land-owners; who were never accustomed to hard labour; who never failed to pay their land revenue; whose honesty was beyond question, i.e., to such persons who have got sufficient credit and who could afford to give sufficient security. It would be difficult to select such persons, but experience and knowledge of the people will alone be the guide in these matters. Persons other than the respectable should be asked to submit to self-supporting test of accepting work on a relief work.

205. It appears to me economical to keep cultivators having some property in land and cattle engaged in their fields by advancing them loans than by supporting them on relief works, because—

- (1) money spent on wages does not return to Government;
- (2) the output of labour is not sometimes proportionate to the amount of wages. Loans are returnable to Government. So Government loses nothing by advancing them.

206. This appears to be true at the outset, but Government is unable to meet the wants of all tagai applicants. In Madha Taluka, of which the figures are forthcoming for the past year, only two per cent. of the population was relieved by tagai. Rupees 1,05,755 were given to 1,218 cultivators. It might be thought that Government has incurred so much indebtedness, but the improvement made by the people in their fields by sinking wells or having earthen bunds might add to their material prosperity. A cultivator might be able to keep back something by paying off the Government debt.

As to suspension and remission of land revenue.

207. The jamabandi of Karmala Taluka for 1896-97 was Rs.1,63,804, of which Rs.1,17,778 were recovered, Rs.23,992 were postponed, Rs.1,627 were remitted; the total postponement of land revenue was 14 per cent.

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208. There is a receipt book which remains with the registered occupant and in which the amount of money suspended or remitted is put down; but if the cultivator be a tenant having no receipt book, he does not know what was suspended or remitted in his favour. The registered occupant may get the remission, but he may insist upon the payment of the full amount contracted with his tenant. The tenant who really suffers from the failure of harvests derives no benefit from the remission. It is quite necessary that the registered occupant should deduct the amount of remission from the money contracted by the tenant to pay. Under the present Bombay Code no such provision exists.

209. So long as it is not known how far the land-owner suspended or remitted the amount of his dues from the actual cultivator, it is difficult to see how far the cultivator has been benefited.

210. If the crop be exceptionally good, *i.e.*, 20 annas, I do not think that the recovery of suspended revenue will occasion much hardships to the land-owner; but if the crops be normal, the suspended revenue cannot be recovered at once, for the land-owner will have to pay the year's rent and the suspended revenue from the produce of one year's crop.

211. It would be much better if the suspended revenue be recovered in small instalments each year. Section 142 of the present Famine Code gives discretion to the Collector to fix as many instalments as he thinks necessary for the recovery of the suspended revenue.

212. The suspended revenue carries no interest.

213. Government at present has no power to direct suspension on estates held free of land revenue, *i.e.*, inam villages. If the Inamdars are reasonable and sympathetic and know the difficulties of their raiyats, it shall not be necessary to invest the Collector with such powers; but the experience is that some of the Inamdars are utterly ignorant and of money-exacting nature. They will try to wring the money from their poverty-stricken raiyat, and no amount of persuasion will prevail upon them. In the case of such Inamdars it is necessary to invest the Collector with the power of directing suspension in inam villages. If it be thought to control the discretion of the Collector, the power may either rest with the Commissioner or Government, but some such power is necessary. The knowledge that Government has such power will make the Inamdar suspend his revenue. He will then be easily prevailed upon by the Collector.

214. I understand the question to mean whether the revenue on land, which is changed every 30 years, be remitted when the crop is below 4 annas. I think that if this be made a rule of general practice, the Government revenue will greatly suffer. Thought shall have to be bestowed upon the harvests of the two immediate preceding years and the condition of the land-owning cultivator. Many traders own land. An agriculturist may have both *bágait* and *jirait* lands. *Jirait* crop may be below 4 annas, but the *bágait* crop may give a yield of 12 annas, so his average yield will be something like 8 annas. In that case it is a dangerous rule to remit all revenue, irrespective of all other considerations. I think that a man's ability will be known from the readiness with which he pays his dues. If revenue cannot be recovered without extreme pressure upon the cultivator and without running him into debt it is a safe policy to remit.

As to Private Charitable Relief Fund as auxiliary to State Relief.

222. I have no suggestions to make and add anything to four objects.

223. Only Object IV does not appear to me trenching upon the field of Government relief operations. All the other three objects do partly trench upon Government relief operations.

Object No. I trenches in so far it grants clothing and money for the purchase of clothing. If the object of Government to save life during famine times be restricted to the supplying of food merely, it would be like too much narrowing down the Government object, for Government cannot do without giving clothing to the poor when they are without it or may want it afterwards. Charitable Fund is auxiliary to State relief, inasmuch the former supplements the famine wages or dole-rations and provides extra meals to the aged and the infirm and the children.

Object II trenches upon Government relief operations as Government has to provide for food and clothing to the

orphans as well as to engage nurses and attendants for them.

Object III trenches, in my opinion, upon Government relief operations especially in the case of artizans and weavers; for Government binds itself to give relief to artizans in their own trades. If the fund is to be spent in giving money or grain-doles to the artizans it trenches upon the field of Government relief operations. To give to *parda nashin* women full aid either in the shape of money or grain is to aid the Government relief operations, for Government intends to give not full but semi-gratuitous relief to such women.

224. It is not at all necessary to spend any part of the fund upon Object II. During famine times young orphans will require some extra comforts in the shape of milk or the attendance of nurses. Government shall have to provide for these comforts as a necessity to preserve life.

225. I do not think it necessary to give extra comforts to orphans during famine times; but I would say that the fund would very usefully be spent in meeting their wants after the famine is over in the shape of food and in educating them befitting their rank. It may not be at times possible to know the station of life the orphan came from; where such antecedents are not known, all the orphans should be taught in some school of industry.

226. Where the respectable poor and artizans are not willing through the sense of shame or degradation to take advantage of Government relief operations in one shape or another, the fund may be utilized in advancing them loans, making them returnable within certain instalments. A number of weavers were asking and are still asking Government for loans; but Government cannot do so. The advancement of loans would not trench upon the field of Government relief operations.

227. I am reluctant to advocate the opening of grain shops for the sake of a few respective persons; because

- (1) It would be difficult to select such persons. Most will rush in claiming respectable antecedents or through recommendations.
- (2) One or two shops in a taluka like, say Karmála, would not suffice. A number of shops shall have to be started at some central place in the midst of groups of villages.
- (3) The expenses of establishment would also be large.
- (4) The machinery employed in buying corn at distant places would not be invariably trustworthy.

228. Supposing the risk of starting shops be taken, I do not suppose that the starting of them would interfere with private trade, because the percentage of respectable poor persons relieved from the charitable fund would be something like one. Ninety-nine per cent. of population shall have to depend for their corn upon private traders. So grain relief to respectable persons would not in the least interfere with private trade. A shop from the fund was not started at Karmála, but it was started by me with a private capital collected from private traders of Rs. 2,000 at Amalner in Khandesh District in October 1896 with an object to sell corn to the poorest at cost price, in quantities not more than 16 lbs. at one time. More capital could not be collected. The capital collected was found to be extremely short of requirements. The shop was opened only once a week on bazar-days, but it signally failed to meet the requirements of all the poor. Well-to-do people began to deceive us by sending their servants to buy corn. The servants pretended poverty and took the corn to their masters; thus the main object of starting the shop came to be defeated. The shop started was a signal failure.

229. I am not aware that the opening of grain shops operated to steady the market and prevented fitful raising of prices; but I should think that unless the shops are opened with a large capital to supply the needs of all, it would not keep down market prices. The capital should be as much as the combined capital of all local traders, which is impossible.

230. I think that relief given long before the cultivating season to broken-down agriculturists would be a waste of money, for the agriculturist, poor as he is assumed to be, is sure to spend the money either on subsistence or in paying off his debt, or some *Savkar* may get a decree against him and wrench away the money from him. The money would be usefully applied if it be given just before the cultivating season commences or after it has commenced. During the last famine we gave seed-money to broken-down agriculturists after sufficient rain fell, sufficient for the commence-

Rao Sahab S. S. Pitambar. ment of sowings. We found that we could manage to give the money just in time, as we had prepared list of persons to whom the money was to be given beforehand.

24th Feb.
1898.

231. It would be difficult to make any classification of agriculturists. An agriculturist who had enough and sufficient credit in the beginning of famine, may have none at the end of it and may be a ruined man. A poor agriculturist blessed with a large family working on relief works may be able to save a little and preserve his one or two bullocks. Such had been the cases during the late famine and so I may mention them. Two men used to live upon the income of one man just by mixing half the quantity of boiled vegetable with their food. We helped those agriculturists during the late famine who lost all their property, including cattle, in struggling with famine. A list of such agriculturists was made and relief was given to them. We had made it a rule not to give any bullock to a man who had two, whatever be the extent of his holdings. We gave no seed-money to a man who had six or more bullocks on the understanding that by lending his bullocks to another on hire, the man might be able to purchase the seed-money by the amount obtained by hire. The grant of seed-money was regulated according to the extent of holdings, so also the grant of bullocks. A cultivator who had got land less than 20 acres was given one bullock. A cultivator having nearly 30 acres of land was given two.

It might be argued that for all field operations one bullock was quite inadequate. At least a pair was required. The argument may be met by the solution that two men, having each one bullock, may make themselves co-helpers. The arrangement was not a failure. Almost all the lands were found to be brought under cultivation, except a few acres on account of luxuriant grass having grown upon them. If the fund had allowed us we might have given more bullocks than two to each cultivator according to his needs.

232. I do not think it advisable to give help to agriculturists who are in a position to get statutory loans. Fitness of position to get the loans implies sufficiency of credit.

233. An agriculturist is generally a sparing and a prudent man. He generally subsists upon a bare pittance. He is likely to spend something on subsistence out of tagái loans; so I do not think that tagái loans should be supplemented from the charitable fund.

234. Government did not, at least in Karmála, relieve artisans and weavers in their trades. In other talukas Mr. Weir helped the weavers by giving them raw material to weave. This sort of relief to weavers was supplementary to Government relief. The grants of bullocks and seed-money to broken-down agriculturists supplemented also the Government relief.

235. Relief was mostly given under Object I by grants of clothing, under Object III by grants of money, and under Object IV by grants of cattle, fodder and seed-money.

Under object I—

| |
|---------------|
| 1,284 men, |
| 447 women, |
| 106 children, |
| 1,837 |

were relieved by grants of clothing of the sort of kamblis, lugadis and khadis, and 144 men and 15 women were relieved by grants of cash.

Under Object III, 44 men and 5 women were relieved by grants of clothing and 141 men by grants of cash money.

Under Object IV—

| | | |
|---------------|---------------------------|---------------|
| Fodder of | R1,675-3-0 was given to | 998 persons. |
| Seed-money of | R18,927-4-9 was given to | 5,292 persons |
| Cattle of | R31,724-7-8 were given to | 940 persons. |
| | 52,326-15-5 | 7,230 |

Under Object III the total number of persons relieved by grants of clothing and cash was 2,208 and the expenditure incurred on their behalf was R1,652-1-9.

Under Object IV, 7,230 persons were relieved and the amount expended was R52,326-15-5, vide Exhibit No. E.

237. I think that grants of clothing were most popular and evoked the greatest gratitude.

238. No relief under a large scale was tried at Karmála; only 141 persons were relieved by grants of money.

239. I made enquiries into several villages and found that 75 per cent. population are directly or indirectly agriculturists. We might find a small number of registered occupants, but the occupancies are sub-divided amongst brothers and let to tenants. Those sub-divisions and the names of tenants do not occur in Government books. Mr. Ozanne in his Statistical Atlas of 1888 calculates the agricultural population of Sholapur District as 35 per cent. and the population of shepherds and cowherds as 10 per cent. Many traders and artisans also own land, so I think that the per cent. of people living directly or indirectly by agriculture is not less than 60 at least. Almost all petty artisans such as Sutar, Lohars, Kumbhars, and manufacturers such as Telis, Weavers, Salis, and Dyers are all dependent upon agriculturists. When agriculture sinks, all the petty crafts sink too. It is not necessary to give them an independent lift, but to lift the agriculturist is to lift them all; for these reasons I should think that the bulk of the agricultural population needs to be greatly helped. It would not be objectionable to spend a great bulk of the fund upon relieving broken-down agriculturists.

240. By the help of the fund more land was sown and more produce may be expected. This is an economic advantage to the country. But for the grant from this fund, a good proportion of land might have been left unsown.

241. Rupees 18,930 were given as seed-money. At the rate of 5 seers (Karmála measure) per rupee, 94,650 seers of jowari would have been bought. 1½ seers of jowari is ordinarily sufficient for sowing one acre of land. About 63,100 acres of land would have been sown by the total seed-money advanced.

As to the ordinary food of the people.

273. In Karmála Taluka, which is constantly liable to famine, jowari and bajri are the most staple food-grains, especially the former. All classes of persons from the rich downwards to the poor use jowari. The rich use the best of its kind and the poor prefer a bad lot, that being cheaper. Jowari eating is common in towns and villages all the year round. A few rich persons also eat now and then wheat cakes.

274. People of higher castes take their meals twice a day, the first at about 11 or 12 A.M. and the other during night at 8 or 9 P.M. The food consists of jowari-bread, rice, vegetables, dal, condiments, ghee, etc. Sometimes they prepare cakes of wheat flour in preference to or along with breads of jowari. The lower classes of people such as Kunbis and other labouring classes including petty craftsmen take their meals thrice a day; breakfast in the morning at about 8 A.M., which consists invariably of one full stale jowari-bread, and a little cooked vegetable or chutni (the ground powder of chillies mixed with salt and certain other cheaper spices) or onions, the favourable accompaniment of the morning breakfast; a full meal at about 12 A.M., which consists of fresh jowari-bread with accompaniment of dal and vegetables. The third meal is in the evening between 7 and 9 P.M., which is similar to the one taken at noon-time. I have seen very few people using drinkables before, during or after meals in Karmála taluka.

275. If the staple food-grains such as jowari and bajri are unprocurable or so dear as to be beyond the reach of the poor to buy it, people use the grain taken out from Vichaka-grass which grows in abundance in an ordinary soil, not well prepared. Vichaka grain is black, of the size of ragi, and hard to break. It is first made warm before being ground. The breads of Vichaka-grass-grain are made with a little mixture of jowari or bajri flour. The breads thus prepared are entirely black. They are said not at all palatable, but keep off hunger. They taste as if we are tasting the grains of sand. People use also Pandharpaleyas. This is also a sort of grass. The grain of this grass is white and is tasteful, but produces wind and is not very healthy.

276. Vichaka and Pandharpaleyas are both digestible. Vichaka is the least palatable; while Pandharpaleyas are palatable. The first is healthy and the latter has the effect of producing wind.

277. They say as a last resource and to keep themselves away from the shadows of death, they are using this Vichaka and other grain-producing grass.

278. Jowari was only used in kitchens. There were no poor-houses at Karmála.

Rao Sahab
S.S. Pitambare.

24th Feb
1898.

A

Statement showing the number of persons relieved under Sections 57 and 60 of the Famine Code and the expenditure incurred therefor during the year from the 1st of November 1896 to the 31st of October 1897, Taluka Karmala, District Sholapur.

| Number. | Month. | NUMBER OF PERSONS BELIEVED. | | | | Under Section 60, Village Servants. | Total of Columns 6 and 7. | EXPENDITURE. | | | REMARKS. | | | |
|---------|---------------|-----------------------------|---------|-----------|-------------------|-------------------------------------|---------------------------|---|--------|-------|----------|-------|-----|----|
| | | Under Section 57. | | | Under Section 57. | | | Under Section 60. | Total. | | | | | |
| | | Men. | Women. | Children. | | | | | | | | | | |
| 1 | 3 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | | | |
| 1 | November 1896 | 294 | ... | ... | 294 | ... | 294 | The expenditure for November and December is amalgamated in that of January 1897. It cannot be separately distinguished. The number of village servants and the expenditure incurred for them was not separately accounted for till the receipt of G. R. No. ———, i. e., till the end of February 1897. | R | a. p. | R | a. p. | | |
| 2 | December " | 708 | 1,298 | 1,053 | 3,019 | ... | 3,019 | | 546 | 5 | 7 | 546 | 5 | 7 |
| 3 | January 1897 | 7,368 | 6,397 | 6,488 | 20,253 | ... | 20,253 | | ... | ... | ... | ... | ... | |
| 4 | February " | 14,212 | 12,457 | 14,032 | 40,701 | ... | 40,701 | | 1,346 | 5 | 0 | 1,346 | 5 | 0 |
| 5 | March " | 5,360 | 10,185 | 9,107 | 25,152 | 4,500 | 29,652 | | 3,357 | 3 | 1 | 951 | 15 | 5 |
| 6 | April " | 15,092 | 20,158 | 13,929 | 49,179 | 12,000 | 61,179 | | 2,810 | 9 | 10 | 1,051 | 7 | 11 |
| 7 | May " | 13,511 | 19,068 | 13,289 | 45,868 | 12,400 | 58,268 | | 5,115 | 5 | 2 | 1,828 | 9 | 6 |
| 8 | June " | 14,933 | 18,683 | 10,129 | 43,745 | 13,080 | 56,825 | | 3,018 | 10 | 10 | 1,276 | 9 | 2 |
| 9 | July " | 12,218 | 19,881 | 11,344 | 43,443 | 13,516 | 56,959 | | 5,991 | 15 | 9 | 1,879 | 3 | 7 |
| 10 | August " | 17,875 | 30,090 | 19,679 | 67,644 | 14,942 | 82,586 | | 8,907 | 12 | 0 | 1,889 | 14 | 10 |
| 11 | September " | 33,528 | 49,628 | 33,839 | 116,995 | 14,460 | 131,455 | | 11,898 | 9 | 2 | 1,905 | 5 | 9 |
| 12 | October " | 19,234 | 33,841 | 24,095 | 77,170 | 14,942 | 92,112 | | 11,972 | 5 | 10 | 2,014 | 11 | 7 |
| | TOTAL | 154,833 | 221,646 | 156,984 | 533,463 | 99,840 | *633,303 | 54,965 | 2 | 3 | 12,747 | 13 | 9 | |
| | | | | | | | | | | | 67,713 | 0 | 0 | |

* The daily average number of persons fed was $\frac{633,303}{30 \times 12} = 1,759$, i. e., 2 per cent. of the total population, which was 93,000, and the average cost for dole recipients comes to $\frac{67,713}{12 \times 30} = \text{Rs. } 189$, i. e., for one person it was $\frac{1,759}{189} = 1$ anna and 8 pice.

B

Rao Sahab
S. S. Pitam-
bare.

24th Feb.
1898.

Statement showing rainfall of the Karmala Taluka for the years from 1892 to 1896.

| MONTHS. | 1892. | 1893. | 1894. | 1895. | 1896. | Average rainfall. |
|---------------------|----------|----------|----------|----------|----------|-------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | In. cts. | In. cts. | In. cts. | In. cts. | In. cts. | Inches. cents. |
| January | ... | ... | ... | ... | 0 10 | 28 84 |
| February | ... | ... | 0 64 | 0 18 | ... | |
| March | ... | 2 13 | 4 25 | ... | ... | |
| April | 0 10 | 0 4 | 0 54 | 0 27 | 0 52 | |
| May | 2 97 | 6 65 | 0 11 | 0 55 | 0 78 | |
| June | 6 4 | 6 85 | 4 25 | 2 60 | 4 25 | |
| July | 0 96 | 2 34 | 3 93 | 3 20 | 3 70 | |
| August | 7 40 | 3 30 | 3 56 | 1 43 | 1 53 | |
| September | 5 91 | 7 94 | 10 78 | 22 77 | 1 22 | |
| October | 7 97 | 2 86 | 3 63 | 0 88 | 0 38 | |
| November | 0 29 | 0 24 | ... | 1 17 | 2 50 | |
| December | ... | ... | ... | 0 24 | 0 27 | |
| TOTAL . | 31 64 | 32 35 | 31 69 | 33 29 | 15 25 | |

C

Statement showing crop valuation of the Karmala Taluka during years from 1891-92 to 1896-97.

| YEARS. | Jowari. | Bajrl. | Wheat. | Tur. | Gram. | Number of cattle used for agriculture and milk. | REMARKS. |
|-------------------|---------------------------|--------|---------------------------|--------|--------|---|----------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | Annas. | Annas. | Annas. | Annas. | Annas. | | |
| 1891-92 | 7 | 2 | 10 | 3 | 8 | 87,605 | |
| 1892-93 | 8 | 8 | 10 Jiraiet 12 Bagalet. | 6 | 8 | 93,555 | |
| 1893-94 | 10 | 4 | 10 Jiraiet 12 Bagalet | 6 | 8 | 97,980 | |
| 1894-95 | 10 | 4 | 4 | 4 | 10 | 91,958 | |
| 1895-96 | 10 | 8 | 8 | 8 | 12 | Not known. | |
| 1896-97 | 12 Bagalet. 3 Jiraiet. | ... | 12 Bagalet | ... | ... | 43,127 | |

D

Statement showing prices of corn as prevailed in Karmala Taluka during years 1892 to 1896.

| MONTHS. | 1892. | 1893. | 1894. | 1895. | 1896. | REMARKS. |
|---------------------|---------|---------|---------|---------|---------|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | |
| January | 1 15 9 | 1 13 3 | 1 15 9 | 1 8 6 | 1 6 3 | The given prices are of Jowari corn for per maund of 40 seers, i. e., 80 lbs. One lb. is equal to 40 tolas. |
| February | 2 1 2 | 1 12 1 | 1 14 6 | 1 7 8 | 1 6 10 | |
| March | 2 3 8 | 1 13 10 | 1 11 6 | 1 8 6 | 1 5 6 | |
| April | 2 3 8 | 1 12 8 | 1 10 10 | 1 9 5 | 1 5 5 | |
| May | 2 4 6 | 1 15 1 | 1 12 6 | 1 8 6 | 1 5 4 | |
| June | 2 1 2 | 2 1 2 | 1 13 8 | 1 8 6 | 1 7 11 | |
| July | 2 1 2 | 2 1 2 | 1 14 3 | 1 5 6 | 1 7 2 | |
| August | 1 15 1 | 2 2 9 | 1 14 3 | 1 6 11 | 1 7 7 | |
| September | 1 12 1 | 2 3 8 | 1 9 6 | 1 4 10 | 1 11 2 | |
| October | 1 8 4 | 2 2 9 | 1 8 11 | 1 5 6 | 3 8 6 | |
| November | 1 12 1 | 2 1 2 | 1 8 6 | 1 4 4 | 3 6 7 | |
| December | 1 13 3 | 2 1 2 | 1 9 5 | 1 6 3 | 3 7 3 | |

B

Statement showing the amount received from the Indian Charitable Fund, amount spent and the persons relieved under the various parts, Taluk Karmala, District Solapur.

| RECEIPTS. | | | NUMBER OF PERSONS BELIEVED. | | | | | | | | | | TOTAL EXPENDITURE. | | | | NUMBER OF PERSONS RELIEVED. | | | | | | | | | | |
|--|-----------|----------------------|-----------------------------|--------|-------------|-------------|--------|-------------|-----------|--------|-------------|------|------------------------|-------------|-----------------------|---------------------|-------------------------------|-----------|-------------------|-----------|-------------------|-----------|-------------------|-------------|-----------|------------|-------------|
| Order Number. | Amount. | Month. | PART I. | | | | | | PART III. | | | | TOTAL. | | Purchase of clothing. | Cash dis-tribution. | Miscella-neous ex-pen-diture. | Total. | Fodder. | | Seed. | | Cattle. | | | | |
| | | | Clothing. | | | Cash Money. | | | Clothing. | | Cash. | | Under Parts I and III. | | | | | | Number re-ceived. | Amount. | Number re-ceived. | Amount. | Number re-ceived. | Amount. | | | |
| | | | Men. | Women. | Child- ren. | Men. | Women. | Child- ren. | Men. | Women. | Child- ren. | Men. | Women. | Child- ren. | | | | | | | | | | | Men. | Women. | Child- ren. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | |
| | R a. p. | | | | | | | | | | | | | | | | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | |
| Cheque No. 36 of 26th Feb- ruary 1897 | 750 0 0 | March 1897 | 95 | 39 | ... | 1 | 1 | ... | ... | 14 | ... | ... | 98 | 54 | ... | 150 | 210 15 0 | 10 0 0 | ... | 220 15 0 | ... | ... | ... | ... | ... | ... | |
| | | April | 232 | 144 | ... | ... | 6 | ... | ... | 28 | 5 | ... | 232 | 178 | 5 | 415 | 370 6 6 | 29 0 0 | ... | 399 6 6 | ... | ... | ... | ... | ... | ... | |
| Cash Order No. 23775 of 19th May 1897 | 300 0 0 | May | 11 | 7 | ... | 2 | 8 | ... | ... | ... | ... | 23 | 36 | 15 | ... | 51 | 10 9 0 | 101 0 0 | 16 12 0 | 128 5 0 | 216 | 858 10 0 | ... | ... | ... | ... | |
| | | June | 309 | 93 | ... | 1 | ... | ... | ... | ... | ... | 44 | 354 | 93 | ... | 447 | ... | 125 8 0 | 0 6 0 | 125 14 0 | 6 | 9 0 0 | 23 | 68 12 0 | 60 | 1,289 15 6 | |
| Cheque No. 31 of 18th July 1897 | 300 0 0 | July | 203 | 55 | ... | 14 | ... | ... | ... | 1 | ... | 28 | 245 | 56 | ... | 301 | ... | 131 0 0 | 0 7 9 | 131 7 9 | 45 | 140 8 0 | 662 | 1,312 0 0 | 132 | 1,111 15 3 | |
| | | August | 207 | 48 | ... | 27 | ... | ... | ... | 1 | ... | 17 | 251 | 47 | ... | 298 | ... | 133 0 0 | ... | 133 0 0 | 316 | 641 13 0 | 332 | 1,019 8 0 | 236 | 283 11 6 | |
| | | Sept. | 92 | 8 | 90 | 5 | ... | ... | ... | ... | ... | 13 | 125 | 8 | 90 | 223 | ... | 149 0 0 | 11 15 6 | 160 15 6 | 415 | 25 4 0 | 2,710 | 11,280 12 0 | 272 | 3,120 9 1 | |
| Cheque No. 7 of 20th October 1897 | 750 0 0 | October | 135 | 55 | 16 | 94 | ... | ... | ... | ... | ... | 16 | 252 | 15 | 16 | 323 | ... | 347 0 0 | 5 2 0 | 352 2 0 | ... | ... | ... | 1,845 | 6,218 4 9 | 177 | 26,071 1 10 |
| TOTAL | 2,800 0 0 | ..... | 1,294 | 417 | 108 | 144 | 15 | ... | ... | 44 | 5 | 141 | 1,591 | 506 | 111 | 2,209 | 561 14 6 | 1,025 8 0 | 34 11 3 | 1,652 1 9 | 998 | 1,075 3 0 | 5,252 | 19,927 4 9 | 940 | 31,724 7 8 | |

Rao Sahib
S. S. Pitambar.
24th Feb.
1898.

Rao Sahab (President).—You are a Mamlatdar?—Yes.
S. S. Pitambar. Which was your Taluka?—I had charge of the Karmala circle.
 24th Feb. 1898. Did nursing mothers receive a dole?—Yes, we gave nursing mothers a grain dole.
 Were the people in your Taluka obliged to go long distances to the works?—In my charge people had to go as far as 25 to 30 miles to a work, about the months of June and July and after. Consequently many people left the works—especially the pattidars.
 Why did the pattidars leave the work?—They have ties to keep them at home.
 In another famine would people be willing to go long distances to works?—At first they would not go, but afterwards when their resources are exhausted they would.
 Was the loss of cattle great?—The loss of cattle was very great—say two-thirds were lost.

What was the cause of this loss?—The loss was due to want of fodder.

When was the work in your Taluka stopped?—The relief works in my Taluka are still going on, but piece-work was substituted for task-work on the 15th November last.

Are the people in the villages still in great distress?—Yes, I think so.

Was the last harvest a good one?—The last harvest was a very poor one—only 4 to 6 annas, and I think more works will be required in May.

How much can a labourer earn in a day?—At present a labourer can earn 3 or 4 annas and a woman 2 annas. But it is generally the custom to pay in kind—viz., two local seers of grain for a man and one and a half seers for a woman.

How did people pay their land revenue last year?—By the sale of bullocks or savings from relief works wages.

At the Council Hall, Bombay.

TWENTY-SECOND DAY.

Saturday, 26th February 1898.

PRESENT :

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.

MR. T. W. HOLDERNESS, C.S.I.

MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

THE HON'BLE MR. J. MONTEATH, C.S.I. (Temporary Member for Bombay.)

MR. H. J. MCINTOSH, Secretary.

MR. R. B. JOYNER, C.I.E., Superintending Engineer, Central Division, Bombay, called in and examined.

Mr. R. B. Joyner. I put in written answers to the Commission's questions.

26th Feb. 1898. *1. The total area affected in the Central Division was about 24,000 square miles and its population about 3,720,000, the total area being 33,400 square miles and total population 5,011,677.

2. Distress due to local failure of rains and also to abnormally high prices.

3. (b) As a rule the prices of food-grains were higher in 1896-97 than they were in 1876-77. In the south and east there was the least difference. In the worst part of the 1876-77 famine the prices were slightly higher in Sholapur than this time as a rule, though Sholapur was this year our most affected part. In the northern parts there was only a scarcity in the last famine so that the prices this time were very much higher than in 1876. The most noticeable difference in this famine, compared with the last one, is the uniformity in the prices of grain in all the districts, while in the last famine there was a great difference in the prices in the different districts though not far apart. Statements comparing the prices in each district of the Central Division for each month for each famine can be submitted.

The remaining questions up to No. 50, which is the first one concerning relief works, I presume I am not intended to answer.

50. The total number of relief works under the Public Works Department when attendance of workers was at the maximum under each of the classes given was as follows. It is not known how many were under the Civil officers at the same time, but they must have been extremely trifling in number:—

| | |
|------------------------|-----|
| Roads, number of works | 90 |
| Village tanks ditto | ... |
| Impounding reservoirs | 9 |
| Canals | 5 |
| Railways | 2 |
| Miscellaneous | 10 |
| | 116 |

The reservoirs and railways were large works, while most of the roads were comparatively small works.

51. The total length of new roads constructed as famine relief works were—

| | |
|----------------|-----|
| (i) Unmetalled | 103 |
| (ii) Metalled | 25 |

52. The day units of labour which can on an average be employed in one mile length of unmetalled road would be about 10,000. On a metalled road, including collection of metal sufficient for the coat and a reserve supply for five years, would be about 30,000 day units per mile. These figures are indefinite and may mean anything.

53. If the roads now constructed are all regularly maintained there will still be a few roads which might be constructed by some future famine. The length of such roads might perhaps be in the Central Division about 150 miles.

54. Yes, all the roads constructed will be of permanent utility. Only those that would be were so selected. We had experience 20 years ago of the uselessness of just making roads from one place to another just for the sake of the labour. All the roads we constructed which were not many would have been constructed shortly anyhow.

55. The preparation of road metal is one of the simplest forms of relief work. It is quickly available where there are any stones or rock, and requires no plans, and estimates are at once prepared. Where the metal is actually required it is a useful form of relief. It is independent of age or sex, and where stone can be picked up women and children may be employed without any men. It is easily measured and checked, and being as a rule on or not far from a road, it is easily inspected. It has, however, the following objections. It is difficult to fix standard tasks as so much depends upon the quality of the rock or stone which may differ considerably at the same place. It is difficult at first to learn, women being not used to such work, and it is not suitable for weavers and those persons whose livelihood depends upon delicacy of touch. It is also expensive afterwards to carry to where required, as it is not often that quarries can be found along the whole length of road requiring the metal.

* The numbers refer to the questions drawn up by the Commission.

56. As a rule the metal collected for the roads has not been in excess of what will be required for the next five or ten years, that is, if they use the metal; in some cases they may find that they will not be able to afford the expense of laying and consolidating.

57. Clearing of village tanks may form very suitable work for relief labour in the way that it is simple work, easily measured and tasked, and can be done by any labour, and generally affords work for extra proportion of women. Such work may be of permanent benefit to the village. I have strong objections to such work, though as a rule because being near a village it is attractive and so many will turn out in the hope of making something out of it even if the work is very heavily tasked or low rated. In the endeavour to prevent those coming on who do not really require relief, one may make the task too heavy for the deserving. Again, they are as a rule small works and in consequence apt not to be properly supervised and too much left in the hands of the village officials, which may mean money misapplied. But further objections are that to find out whether such works require clearing, and if water sufficient for extra capacity, etc., requires the employment of technical establishment which at such times is difficult to find for such small works. Again, such work is very expensive too often, at least in this part of India. That is to say, that the increase in capacity which is sought by excavating, can so often be much more cheaply obtained by simply raising the escape and perhaps the dam. There may be occasions when such works may be taken in hand, but they want consideration and attention which cannot as a rule be afforded unless they are got up beforehand.

58 and 59. I don't think this department have deepened any village tank in this division. I have objected to such work. If I had to open works on village tanks I should do it only by "limited piece-work" measured up and paid for once a week. This requires the minimum of supervision. To reserve such work for the needy only I should give such rates for the piece as would require hard work and would limit the amount to be earned, so that by working overtime or employing such labour as "Wadars" they could not obtain more than a sustenance, but even under these circumstances we should get people from the adjoining village who are idle part of any year, and whose earnings would only be possibly what they could do without.

60. There must be many village tanks to be excavated about, but I do not think we have any list of them as they are not very frequent and it is not work we care about.

61. In the Central Division we have started storage reservoirs in Eastern Poona District, in Sholapur, Ahmednagar and Nasik Districts. Some are for irrigation and some for water-supply to towns.

62. These irrigation reservoirs can certainly be regarded as a protection against famine, as far as they are capable of extending. They must increase the power of resistance against effects of famine. Not only will they supply water for food-crops at a time of scarcity and at the same time give labour, but they will also by giving means of wealth by the growth of garden and perennial crops enable those who irrigate to laugh at famines. They also prevent any necessity for giving remissions of revenue.

63. Storage reservoirs can be constructed in many places in this division either in the "ghats" or the plains. If in the first, they would store water for replenishing the rivers which would be utilized lower down the river's course. In the plains the water would be taken off from the reservoir, direct probably, to the fields. There are many points, however, which have to be carefully considered so as to be sure of successful projects. There are, however, places where such can be constructed, more especially if the cost of the construction has in any case to be expended for famine relief. We have many projects of this class in the Deccan which have been investigated and more or less completed (that is in plan), but most of them have been laid aside hitherto, because with the strict rules of showing the accounts of such works, the heavy interest charges and the indirect charges of many kinds, and with our experience of such works in the Deccan, they cannot be shown as promising a sufficient percentage of return against all these charges, though the benefit, both direct and indirect, of such works both to the people and to Government is undoubted. I need not go into the many points to be considered in such projects, but I may mention that one important point for a famine protection work is that it must have a sufficient catchment area to ensure a good supply of water in the worst years. I am of opinion that with careful inspection, survey and consideration we shall be able to supply work in the way of storage dams for several famines.

Box.

Rough Notes on the value and cost of storage dams in the Deccan in the way of alleviating famines.

Mr. R. B. Joyner.

26th Feb. 1898.

An ordinary taluka may have a population of, say, 80,000. Take four per cent. of these as requiring relief for 6 months, the grain they would require at, say, 1½ lbs. per head a day would be $\frac{80,000}{100 \times 4} \times 1.75 \times 6 \times 30 = 1,003,000$ lbs., say, one million pounds.

Taking 600 lbs. as the produce of an acre of jowari, the above would require $\frac{1,000,000}{600} = 1,667$ acres.

This acreage at a duty of 100 acres per cubic foot second would require 16.7 cubic feet second for three months.

The capacity for this would be $16.7 \times 86,400 \times 30 \times 3 = 129.6$ million cubic feet. To allow for evaporation, call it 150 million cubic feet.

The lowest run off in the worst year might be about one inch per square mile, which equals 2.323 million cubic feet per square mile. Therefore the total catchment required for ensuring the taluka against famine would be $\frac{150}{2.323} = 64.7$ square miles, that is, at the rate of 4 per cent. of population for 6 months.

The tank would be of larger capacity than this, so as to store the water of ordinary years, but taking this capacity only and the cost of Rs. 1,000 which is a high cost of total works including land, etc., per million cubic feet. The cost of such a tank at normal rates would be Rs. 1,50,000.

This sum would equal about four annas a head a day. But this would not only serve for many famines, but would give yearly return for garden and vegetable crops.

The cost of grain to feed these people at 16 lbs. per rupee would be $\frac{1,000,000}{16} = \text{Rs. } 62,500$.

Taking ten per cent. of the population as requiring relief then the catchment required to feed the poor of a taluka would be $64.6 \times 2\frac{1}{2} = 161.5$ square miles, and the cost would be 3½ lakhs rupees.

Taking 18 talukas in the Central Division as distressed the total cost of protection according to the above would be from Rs. 27 lakhs for 4 per cent. of population to Rs. 67½ lakhs for 10 per cent. of the population requiring relief.

The total money spent this year upon relief works in the Central Division was about Rs. 68 lakhs.

The question then arises if sufficient sites for tanks to hold water from 2,900 square miles could be found in the Central Division. These could not be found to such a large extent in the plains, but we could have storages in the ghats which would require very much smaller catchments and water be let down the rivers and taken on to the fields by canals which could be made by famine labour in the rainy season, while those in the ghats might be made in the cold and hot weather. It would appear possible then, looking at the matter in this rough way, that it would be quite feasible to provide means by famine labour to prevent any recurrence of the ill effects of drought in the Deccan. But this might be specially enquired into and reported upon.

64. We have besides the storage reservoirs for irrigation, employed famine labour in excavating a canal clearing and strengthening the banks of other canals, strengthened some dams and improved some irrigation channels. The approximate expenditure on these works as famine works has been Rs. 1,55,000.

Besides these storage dams for irrigation we have employed labour on some storage dams for water supply to the towns of Ahmednagar and Nasik. The question of construction of storage works for drinking supply to towns does not appear to be mentioned in the questions of the Commission. But much can often be done this way as relief works.

Answers to questions 65 and 66 not ready, and the questions are indefinite, as it is not known whether they ask for expenditure on other than famine work and areas of irrigation for the storage dams on the other works.

67. Yes, there are many irrigation projects in the Central Division which can be usefully investigated with the object named.

68. Cannot be answered by me.

69. We have in the Central Division of this presidency, I think, sufficient work of the nature described to carry us through another famine, and a little preparation and time would complete such a programme for further famines. Provided that there was no reasonable distance which would

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 be allowed to prevent the people travelling to the work. The providing of such work has been my great aim from the first, and excepting some road metal works we have not had very much in the way of petty works. We have some useful irrigation works which might be constructed so as to give a return on all the money expended on famine labour, excluding charity and outside charges, provided they were managed under the strict "limited piece-work" and that their accounts were not dealt with in the manner as is now the custom. Such works too which would not involve much expenditure beyond relief works. Besides the above there would be some irrigation projects which would satisfy the conditions laid down in this question. There are, too, some railway earthworks which might be constructed here and there, and which could probably be sold subsequently, so that the loss would not be very great. It is all a question of the management of famine works, if managed properly without any grandmotherly Code with its numerous and complicated rules and regulations and its impracticable rules for double and treble control and directions for pauperizing the people, the cost of works should not be much more and might be less than ordinary, that is, if one excepts payments for hutting, hospitals, water-supply, police, rainy and marching days, and so on. There are also storage works for drinking water which can be constructed.

70. Our Provincial Famine Code directs that the Public Works Department shall, in communication with the Divisional Commissioner, prepare and maintain a programme of relief works with plans and estimates for each district liable to famine, and such to be sanctioned by the Government. Such works to be sufficient to provide labour for six months for the number of people estimated as recorded in the Statistical Atlas. Certain rules are given for maintaining such programmes. These are to be annually revised and submitted to the Government of India not later than 1st June. When famine works are opened there are to be supplementary programmes submitted to the Local Government, one at six months' and two at three months' intervals, and a kind of summary of the same a month later to the Government for India. These rules have been observed, but owing to many irrigation projects failing to show a sufficient return, judged by the rules for the financial consideration of such works, they had to be removed from the programmes or not allowed to be entered. We had a few such works and some new road projects with plans and estimates complete, but the bulk of the work consisted of repairs and improvements to existing communications and providing metal for roads, etc.

71. I think that if the people live in their villages they will come 3 to 5 miles to their work. I do not think, however, it is at all advisable to allow them to come so far, especially when employed on earthwork carrying, as they cannot be able to do so much work as we ought to expect for the money given. In metal-breaking work where they sit still all day it may not make so much difference, but even then they would not do so much as they would if they lived close. We had many, especially in the early part of the famine, who came 3 to 5 miles and returned each day. (b) If accommodation was provided for them, or even if it were not, I do not see any reason why they should not be expected to come 40 to 60 miles. If circumstances seemed to warrant it in individual cases, I would pay some small travelling allowance for coming and going. This distance would mean 4 or 5 days' march with women and children, but able-bodied men would cover the distance in two days. The only objection that I am aware of to this distance is that cultivators and others may require to go home sometimes to see that their homesteads, etc., are all right or to get some stock of food which they may have, but not enough to enable them to live without help. With task-work such men might be a loss to Government, as with minimum pay they would do very little, having stocks to help them; but with piece-work such men would probably do less work, leaving more for others and could afford to get less pay. Again, when any rain falls there is or may be something which a cultivator wants to do at home in the way of preparing his land, etc., which would enable him to leave the work for a while. This he would not be so ready to do if he lived a long way off the work. But the cultivators who have fields and stocks of food have not, I think, been many on our works, the greater bulk being low castes and some Maráthas who had no lands and were mere servants or labourers. Fifty or 60 miles might perhaps deter the head of a family from going to the work, fearing to leave his house and fields, or it might entail his absenting himself for a week, but such few cases should not deter insistence on going that distance if need be for work. I am firmly of opinion that a distance test must always be insisted upon, and if a good and useful work

could be found sufficient for the needs of a country for a distance of 50 or 60 miles that the people, if they want relief, should be obliged to go so far for it. Hutting is not essentially necessary in the hot and dry weather, they can easily sleep and live in the open without any hardship.

72. Yes, it is quite practicable and also advisable to withhold relief from able-bodied labourers who refused to go 50 or 60 miles to a work. There may be cases where males willing and anxious for work at any distance might have difficulty owing to dependants from sickness, pregnancy, or crippled who cannot travel. If they could leave them they could on limited piece-work earn enough to keep such dependants, but would have difficulty to send money home, but this would be only a temporary matter except for the crippled or old. In this case these would have to be helped, perhaps locally.

73. Yes, I would certainly recommend carrying labourers by train or steam-boat to a distance of 100 miles or over, so as to enable them to be employed on useful work, and avoid thereby the extreme waste of doing petty works which are not really required. It would be economy probably to do so irrespective of advisability otherwise. Railway companies would, I think, carry relief workers in open trucks at half rates, which would be, say, one pie per mile. According to our Code rules we pay travelling expenses at the rate of minimum wage for every man, woman, and child for every 12 miles walked. Taking grain at 18 lbs. per rupee, one man, two women and two children, one working and one not, as an average, the cost per head would be 1½ pie per mile nearly, while as one would be a baby in arms, the railway cost would be probably a little over ¼ pie per mile. We contemplated moving large numbers by railway in this Presidency, but circumstances made it unnecessary. It was reported, however, that numbers in some cases came to the work at their own expense (!) by rail.

74. In this Presidency residence on the works was at first the exception, afterwards it became the rule; indeed in some cases we made it obligatory.

75. Lately residence was obligatory on certain works, but not I think on all. It partly resulted from the works being few in number and purposely so, but a small number could live at home and come to work daily.

76. I am decidedly in favour of making residence as a rule obligatory; there may be occasions when it need not be enforced. I think people often prefer to live on the work, especially if it is piece-work and there is water and fuel available and the castes can live separately. I certainly feel sure that in many cases people would only come to the work as long as the work was convenient to their homes. There were many instances of people leaving the road works when the work got far from their homes. I do not think that a high task or low rate would be sufficient test of the actual want of relief. Open works near any village in the slack time of any year, and numbers of people will come out of the village for employment, even if little can be earned. They are idle otherwise and would prefer doing something and add to or save their stock of grain, or else they are living on their relations who being better off, will if work turns up insist on them going out to it. If a high task or a low rate is combined with distance from home of the work, then I think we should get but few people who were not obliged to come for actual want.

77. I don't think residence is distasteful to the people. But it must often be difficult for them to leave their homes unguarded, and if they have old dependants or others who can't move, it is not easy. In such cases they might undergo privation rather than leave and go to a distance, otherwise I do not think they would hesitate. They will try their best with all sorts of excuses and complaints so as to force the authorities to allow them to stop at home, especially when they hear that Government intend to let no one die or even suffer. If piece-work is started, they will soon find that by living on the work they can earn more, or more easily, and if they can get water and fuel, are not dragged off to the hospital, nor bothered too much about their sanitary arrangements, they are very happy in camp. A night scene on the camp will often show that.

77A. I have no such experience, perhaps not in the position to have. Some hill tribes appeared on certain works to be thin and weak, which I was told was on account of their objection to come on the work, but I understood it was more from a certain amount of shyness than anything else.

78. If famine were widespread over any but the smallest part of the Presidency, it would be impossible to supervise

works properly so as to allow all the people to be near enough the works to live at home.

79. No reduction was made in any tasks for distance travelled from homes to work and back. We did not encourage people coming for relief from their homes.

80. The cost of putting accommodation per worker has been Rs 1-3-8, but in many districts this has included considerable sums for hospitals and accommodation for establishment, etc. The real cost has been less therefore than the above sum. Gunny-bag huts can be made at a cost of 12 annas a head or even less.

81. In the cold weather and the rains I think some children suffered from the cold and lost health and some died, but then they had insufficient or no clothing and so got chills. This appeared to be mere carelessness on the part of the parents. It is not much the custom anywhere in India I have noticed to wrap up the little children when cold comes on. One can often see parents well wrapped up, while their children are almost naked, possibly an instinctive weeding out of the weak.

82. No blankets or bedding were provided anywhere except in the hospitals, at least to my knowledge.

83. We never had much in the way of small works; on the works we had the proportion between workers and their dependants differed at different times and in different districts for reasons connected with circumstances of the district or on account of alteration of our rules. I can't say there was much difference according to size of works.

84. When task work according to the Code was carried on the number of piece-workers on piece-work was very trifling, perhaps $\frac{1}{3}$ to 1 per cent. But we stopped nearly all task-work near the end of the famine and employed all on piece-work.

85. I am certainly of opinion that what I call "limited piece-work" is suitable for the employment of relief labour in almost all cases—that is, if the work is suitable. In the case of different kinds of rock and "murrum" excavation, owing to the very varying nature of the stuff and the few carriers required, the work is with difficulty made available. Also piece-work is not so easy in places where there is any difficulty about measuring. As regards the people they may, if unused to the kind of work or any kind of out-door work, find piece-work rather hard at first, but a few weeks at task-work or piece-work with a higher rate or higher limit soon accustoms them.

86. I have stated above when piece-work may not be suitable, but this should be rarely. With rock excavation or any hard stuff of that kind I would have special means of working on it, or, if possible, leave it alone till the close of the famine. Rock which had to be blasted may be done fairly well by piecing the drillers, hammermen, and lifters. But I would certainly generally recommend the limited piece-work for all famine relief works wherever the work allowed it.

87. I had already reported to Government, before receipt of these questions, that I could not agree with the conclusions of the last Famine Commission in para. 133 of Part I of their report. From experience I had had I pointed out that the assumptions upon which they based their conclusions were not compatible with the experience we have had. That it is a mistake to suppose we are flooded with applicants who are unfit for manual labour or who have never done such, at least in this part of India. It would possibly be so if no works were open and nothing effective done for a long time in the way of relief, but not otherwise. I have had experience of about 300,000 people in this famine and about 30,000 in the 1876-77 famine, and they were almost without exception capable of maintaining themselves and families by bodily labour and should have been made or allowed to do so. The cultivating classes are used to manual labour of some kind and out-door life and soon learn to do any special work. The low castes in the same way are often professional labourers, and if they arrive a little poor they can easily be put on a bit of light work with easy rates for a time, they soon gain strength. As for women generally, if the work is carrying, which it generally is, it is just what they are used to of all castes. We only ask them to walk a little further than they are in the habit of doing with a load on their heads from the well, river, or market, etc., they soon get used to it. Even with metal-breaking, though there were many complaints at first about the hard work and smashing their fingers, etc., yet all soon got used to it, and the women often did better than the men, though they may never be accustomed to using their strength like that. Even taking the weavers, who had a poor physique and from generations of in-door

work were weak, yet it was wonderful to see how their health and strength improved with regular bodily work in the open air; they can before long earn enough at fair prices to maintain themselves. Again, on our large dams with soils as a rule rather shallow, we have long leads and high lifts and the proportion of women we can do with is much larger than on many kinds of work. The last Famine Commission considered that any attempt to make these different classes of all kinds of men and an extra number of women and children earn their living by piece-work could not fail to result in great suffering and mortality, and that if the rate were suited for the weakest the cost of the work would be prohibitive, and if they were adjusted so as to meet the varying capacities of the different labourers, there would be such a variety of rates that it would not differ from task-work. The Commission approved of the principle of piece-work, but considered that the above reasons would prevent its adoption. These reasons do not in my experience really exist, or what little of them may can be removed. So that there are no real objections against carrying out the principle which the last Commission approved of. I am very strongly in favour of the general adoption of piece-work, that is, if limited. In any case I am of opinion that piece-work is far preferable to task-work if this has a minimum below which none may be paid.

88. If any labourers are incompetent to earn a subsistence wage I should put all such in separate gangs with higher rates for a bit till their health or experience improved. This lighter work should not last more than a few weeks, perhaps three, and they would be told that the rates would be gradually lowered to that of the others. If the gangs were not too small, say 20 to 30, one or two weaker members would not make much difference to the gang's earning and a few might be disposed of in that way. The stronger might have to work a trifle harder perhaps.

89. Yes, I would certainly limit the payment to be made to any gang for the week's work, and that is the principle upon which we have worked. Otherwise the earnings of certain gangs would be large and the work would be rapidly consumed. It would otherwise become simple petty contract work and the petty contractors would refuse employment to any who could not work hard. The limit has to be fixed, not to the work but to the payment, so that the people may by working hard earn enough in the six days to maintain themselves and their dependants for the seventh. This is a matter of estimate according to the strength of the gang, which is taken twice a week, and of the number of their dependants. This arrangement seems to me to suit the circumstances of relief work and the objects at which we should aim. The first principle to be attained in my opinion is that all who really require Government relief should prove their want by giving an equivalent in work for the payment made them, and should be able to earn enough and no more just to maintain themselves and their dependants. This system has sufficient elasticity to enable this to be done. All those who have many dependants would be put into one gang, those with few into another, while those who had none would also be separate. I do not think there is any practical difficulty in this. By this arrangement those who have a large number of children have to work harder for them, which is as it should be. Government should not encourage large families by keeping these numerous children when prices rise, or they interfere with natural laws. Such might be policy in a rising country which was thinly populated or in an established one where population is decreasing, where such premiums might be advisable, but not in India. Here the people must be made to feel the pressure of famine and not to be kept in fat condition and their children fed all at the expense of the public. Where the condition of the soil and rainfall are not favourable for the maintenance of a large population, such will not thrive, that is, if the people are left to the circumstances of their environment. But if Government steps in and removes the disabilities of the country by preventing the pinch of hard times, caused simply by the circumstances of that country, then natural laws are upset and a population that the land cannot sustain must ensue. There is much useful work to be done to develop the country, and a time of scarcity should be looked upon as an opportunity of getting such work done cheaply. That it may be done cheaply requires hard work on the part of the people, and as they are with hardly any exception capable of doing hard work, perhaps with a little training and practice, they should be made to do it. If work is found at their own doors for them whenever scarcity occurs, natural laws are again upset: they must travel for their work and be made to work hard. At such times one must harden one's heart and be prepared for some amount of suffering, as long as starvation does not actually

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occur to those who accept such help. All that is wanted is to help the people to help themselves, and I think that this system of limited piece-work enables these objects to be attained.

90. I think that 20 to 30 is sufficient to be employed in one gang. If larger, the difficulties may increase and they become hard to manage by the headmen; if smaller, more work is entailed in paying, measuring and accounting, and excess measurements are more likely to occur with the accumulation of such small measurements. Again, with a small gang the work of a weak or inefficient person is felt, while in a larger gang such little deficiencies are not felt in the week's work. The number of diggers to a gang depends upon the lift and the lead and the nature of the stuff being excavated. With long lead and softish soil a gang of 20 or 30 would have but one digger and one filler. A single payment only would be made to the man who was selected by the gang to be their representative: this man would probably work himself.

91. We have been carrying on this limited piece-work system in places now for nine months, and we find that there are no complaints about the distribution of the weekly earnings. At first the people were told the proportionate earnings of the men, women and children, but they soon got to arrange that themselves. On one work I found the distribution managed in a simple way, which was decidedly generous to the weaker, as the men only took one anna a week more than the women and gave the children only two annas a week less than themselves. But these children were all over 10 and mostly over 12. The men on this work were doing very much harder work, carrying double loads. If complaints were to be received about the distribution and of course careful watch and subsequent enquiry made, the headman would be deposed or dismissed and another appointed. No dismissal from a gang would be allowed without sanction, as otherwise any gang might try to weed out inefficient workers.

92. It has been estimated from the figures of the actual cost of establishment for this piece-work that the saving in extra establishment over that wanted for the task-work is from Rs 35 to Rs 40 per thousand workers per mensem. This does not include the saving which would be made in head offices, as checking the bills would take much less establishment than checking the very voluminous musters. However, this would be a trifle per thousand workers.

93. No, there would be no difficulty whatever in inducing the people to attend works on the piece-work system. If task-work and feeding or paying children and dependants is open anywhere, it will be difficult to get any one to go to the piece-works where the work will be harder and they will have to maintain their own dependants. But I would allow no "inducements" whatever to attend works. They would be told that the work for them was at a certain place and would be given under certain conditions, and that if they wanted such they might get a permit which would allow them to be put on. They must at the same time be plainly told and made to understand that if they refused to go they would be entirely responsible for the results. That Government would only help those who, being perfectly able, were willing to help themselves. I would encourage no charity of any kind, except on very exceptional occasions, and that should not, if it can be helped, be with Government money, which has not to be expended except for the benefit of the general community.

94. The classification of the relief workers in the existing Famine Code is very complicated and has led to much trouble and confusion in working. It is also unnecessary. I think that some system like that proposed by Mr. Higham would be quite sufficient, while it would be infinitely simpler and easier to work. What are called "professional labourers," which is a vague term, are better able to do more work of their particular kind than those who have never done that particular kind of work and still more than those who have done no bodily work or merely light or in-door work. But I do not know any good reason why such professional labourers' lives are necessarily more valuable to the State: I should have thought it almost the other way; nor why therefore they should in any way be more favoured. The intention of the Code might not have been to specially favour these, but make them do more work because they were better able, but then they give them better pay in accordance, so that such people are kept in much better condition. These people are generally the lowest castes whose intellectual and moral capabilities are too often very small, while their fecundity is considerable. It is not at all advisable to encourage in any way the breeding of this class. The object I take it of any system of famine relief is merely to prevent starvation from

want of means of getting food. All that is required therefore is that work may be found and given to any who really want it sufficient to enable them to keep themselves and their children from starving, nothing more. We rarely have work to spare, then why pay any one extra for doing what we don't want him to do, so that he may keep himself in high condition and increase his kind and so increasing the country's troubles? What is wanted is high tasks and low rates of pay, which should vary so that the people may with hard work just keep themselves from starving. There is thus no need of so much classification of people and pay. It is true that if a task is sufficiently hard for one it may be trifling to another, but such other should only get paid the same and he would work less time till he found that his pay, or food, was only enough for the work he had to do. When any class of person has been a little time on any kind of work he is soon able to do that work fairly well, so that considering the task they have to do, all classes are much the same. There is, however, one consideration, that is that some people may have to work harder so as to keep up sufficient work for all the others. This alters the circumstances as far as such work is concerned, and I quite agree with Mr. Higham, therefore, that certain persons should very often form a higher paid class and that all the others should practically be one class. If task-work therefore is carried out, I concur that the bulk of the people should form one class, and to save trouble, I would also agree that this latter class should contain both sexes on the same rates of pay. As on task-work the majority of men carriers or those on metal work do not do much, if any, more work than the women. If the whole household is to be maintained at the cost of the State, there is no reason why a man who is supposed to be paid more ordinarily to maintain his wife and family should get any higher rate of pay. He may require more food if he does more, but I should think that if he does the same amount of work, that the same amount of food should keep him equally from starving. Again, the pay of both goes to one pocket, and even if it were a bit hard on the man he will get what he wants, and I would do anything so as to simplify the desperately hard work to the establishment and at the same time lessen the chances of speculation. Mr. Higham proposes a special class which I also agree with, but I should scarcely take it into account, as those in it would hardly form more than part of the establishment. In a system of pure task-work I should treat all these special people as piece-workers or petty contractors or as establishment at weekly rates of pay.

95. If task-work is to be given, the bulk of the people, which would be the class of combined sexes, should, I think, be able to earn for full task on each of the six days about an equivalent of 32 ounces (16 chattaks, though I think this word is quite unknown in this part). This would equal an average daily pay for the seven days of nearly 27½ ounces daily (13½ chattaks), but they should be paid according to the work they did below this limit. That is, a proportionate deduction for each quarter or sixth of the work not done, with no limit. I think that this is the least full pay that can be given for the full task. Taking into consideration the present Sunday pay, it would be rather less than what the D class man now gets and a trifle more than the D woman, while the task would probably be more like the A class task. It is evident, therefore, that if there is to be no minimum limit of pay, that the 32-ounce equivalent (2-lb or 16 chattaks) for the main body of workers of both sexes would not err on the side of excess. Indeed, it might easily be too little, but it is better to raise a rate of pay than lower it. The higher class I would allow to get as much as 42 ounces (21 chattaks) if their tasks were done, this would be rather less than the A class man gets now, allowing for the Sunday minimum. This latter is 46·67 ounces a day. The children who would be all at least over ten might perhaps get 30 ounces equivalent in money (15 chattaks). The maximum rate of children, allowing for the Sunday pay, now get at the rate of over 33 ounces, with the much lower average of age.

96. No, not as I understand the question. A scale according to the value of current grain rates should suffice.

96A. See my answer to 94. I think that for carriers under task-work both men and women might be paid at the same rate, assuming it is intended in some way to maintain their children. The same for metal work. But men doing special work of digging or drilling, hammering, blasting or perhaps filling, should get higher pay than the women doing other classes of work.

97. I would allow only those children to be employed on task-work as a rule who were ten or over, and I should not make any difference in work or pay till they were over 14

about. If task-work were unfortunately decided upon, possibly some kind of separate work might be found for children between 10 and 7, that is for earthwork—say collecting stones or “kankar,” etc., but such children not being used to work except minding cattle, etc., can earn nothing, and if they have to be maintained at State expense should receive a daily ration. I would pay the working children above ten, as above, the equivalent of 30 ounces daily which has to do for the seventh day too, though no payment would be made for that day. On metal-breaking work it is possible to have separate gangs of children, and they might be kept like that from idling all day, but they probably would not earn enough to feed themselves.

98. Ten is the minimum age for children to be employed as workers as explained above.

99. I would only pay for the task-work according to the work done, unless prevented by rain or otherwise from doing their full task. There would then be no doubt about their doing their full task. Care would be taken just at first to lessen their tasks till they got fit for the work. If a Doctor certified that anyone was unfit for work they should get no pay at all but only given a small quantity of food daily. With strict management and everyone made to understand that only pay was to be given for work done we should have no skulkers.

100. I would have no restrictions to fining below any minimum; if people want help they must work for it. They are perfectly capable, if they begin work in time, of earning sufficient to keep themselves alive. I would have no minimum wage, except possibly some allowance for time prevented from working, owing to rain, floods, moving, epidemics, etc.

101. Yes, in this Presidency we have had large bodies of workers who for several months never got more than D wage. As far as I saw this did not result in enfeebled health, but gangs which had had less than D wage did appear to suffer somewhat, but this was partly if not wholly due, I think, to their being out of work for some days as they refused to go to a work to which they had been drafted from a work they liked, and tried to gain their ends by refusing to go and playing, one department against the other: in this they did not succeed.

102. I am not in favour of allowing labourers to earn anything in addition to the normal wage, as I am very much against all complications whatever. Famine relief work is so difficult on account of the enormous numbers to deal with and the untrained establishments upon which we have so much to rely, that the very simplest rules and orders are absolutely necessary. There should be practically one class of pay, and for that a certain quantity of work must be done, less work then less pay according to certain simple proportions. For task-work on which every man, woman, and child down to the sucking baby are all relieved somehow, there is no reason why anyone should be allowed to earn more than just enough to keep him alive and fairly fit. We don't want to encourage the people to come on the work. I would strongly object to any additional earnings at the pleasure of anyone. Besides, any concessions like this or any complications means opportunities for fraud, which with such enormous establishments and such vast areas are difficult to check.

103. I am most certainly not in favour of paying a Sunday “wage.” Paying people for doing nothing is a very bad principle, and has, I think, been a source of much evil during the past famine, which will probably take many years to eradicate. Men must understand that they cannot be maintained at the cost of the State, but must give work in return for every penny paid them. The day's rest is essential for many reasons, not only on account of the people but of the establishment who have to work so much harder. The people may be allowed to earn enough on the six days to maintain them for seven.

104. I think it is quite feasible and advisable to introduce a standard carrying task. But it is somewhat complicated in this Presidency by the soil being hard, so a man to fill the baskets and lift on to the carriers' heads is usual. This man should be reckoned as one of the carriers.

105. I think Mr. Higham's formula a very good one, but I am not settled yet in my mind whether his ratio between lift and lead is a correct one. He shows reasons for his assumption, but the resulting tasks for the longer leads and higher lifts, of which we have so much, are so different to what we are used to in this Presidency that one cannot help thinking that a different ratio would be required; though I believe our tasks for such leads and lifts are too light, I am not prepared with actual figures by experiment which are

necessary to express an opinion. In this part of India we have a special man who, in fact, makes the “initial effort,” though this may come to the same thing. If this merely affected task-work I should feel inclined to merely agree with the formula, but as it also is a very vital principle on which the rates of piece-work will have to be fixed, it assumes a very important position and I could not pass an off-hand opinion upon it. It would have to be considered under the light of many hundred observations which I have not had the opportunity or the time to make.

106. For the same reasons as above I am unable at present to answer this question. I am inclined to think, as far as we have information at present, that 10,000 is a rather high duty.

107. It is not possible *at all times* to secure the proper proportion between the number of the carriers with that of the diggers and fillers, and when it is possible to get the proportion, I doubt if the establishment, who would as a rule have to be entrusted to seeing that such was properly done, would be able to do it in a satisfactory way. It is a difficult matter in practice and generally beyond the powers of the measuring and mustering clerks, but in piece-work the people soon arranged themselves. In the Deccan we are much troubled with very hard soils and soft rocks which we call “murrum.” So many excavators are required in these, compared to carriers, that we are hard put to it so as to arrange for the women and children. If any metal or ballast work can be found not far off, we are able to dispose of our surplus women and carriers like that. But we avoid such hard work as much as possible. We have, however, to excavate puddle trenches through hard stuff before we can make our big dams. But this is best done by unlimited contract or piece-work in any case so as to get work quickly for the bulk of the people and get over the trouble caused by an excess of carriers.

108. I think that a gang for task-work should be 40 to 50 strong. Larger gangs are rather difficult to manage and smaller gangs more troublesome to measure, and any inefficient persons make a more perceptible difference to the amount of total work done in a week.

109 to 111. I know nothing about the “Blackwood” and “modified intermediate system” except what I have read in the reports and papers.

112. Statement* showing the proportions of adult male workers to women and working children will be put in. We have many such statements showing proportions, but not exactly in this form.

113. There is rarely much work for women and children especially at certain times of the year. Any work offering, as long as it did not entail leaving their houses, even for the smallest wage, would be well attended. I have been told on enquiry that many males looked after their homes and watched their fields, whilst they sent their women and children to work. I do not know if this was really true, but should imagine that it was. Some cases we found where the men were employed elsewhere. I should say in such cases their wives and children should not have been on the relief works. One notable case occurs to my memory where the wife was turned off the work as it was found her husband had good pay.

113A. I think that there is never any hurry to open relief works on threatening of scarcity. The effects of high prices are not so sudden, but come on gradually. We are in the habit of somewhat suddenly declaring a famine and at once enormous preparations are made and huge machinery at once put to work. It is not a sudden catastrophe like an earthquake, flood, or tidal-wave. There is no occasion at any time to turn upside down the whole paraphernalia of Government, much less to do it suddenly. I would carry out as much as possible all ordinary public works which were pressing or useful, but I would have hard rates or small wages and make such works tests. If one gives ordinary rates and wages in the hope of helping the people I should be afraid of taking the labour from the cultivators and others, who at such times would only be able to give very small wages, perhaps a little grain only or promises of something later on. The saving to these people might help them through or enable them to get their fields ready in case of rain for a further sowing, which they would not be able if the people all ran off to well paid public works. We must not forget that it is to the interest of the cultivator and the money-lender who owns probably much land and has the poor cultivator as his servant, to maintain many of the people in order to enable them to manage the fields. At present these money-lenders reap double benefits as they get

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their servants kept for them at the State expense and also no doubt help as much as they can to maintain the high prices and so get further profits. The owners of the land who are well-to-do should be made to keep their own people from whom they get their profit.

113B. When famine is over the cultivators are unable in most cases to offer either money or food to their labourers, but they can perhaps get credit themselves. They and their families manage to get through their field-work themselves perhaps with helping each other, but they can't employ the ordinary labourer, whether cultivator or low castes. So that it will not generally be advisable to close all works, but to carry some on till harvest or other times brings matters to the normal state.

113C. I consider that any extra cost over ordinary rates should be charged to famine relief for any useful works. If not useful or such as will give no direct return, then the whole should be charged to "famine relief."

113D. My answers to the above questions give my view on these points. I consider relief works should be automatic. I think that the system I propose of "Limited piece-work" if carefully rated so as not to interfere with the local labour demand and no work given within ten miles of anyone's house, will answer all the purposes automatically. At the very first, it might be "unlimited" perhaps, but would soon be limited according to the requirements of the different gangs and their dependants. Work must all be useful and must be paid for more or less for the actual value done. I consider that what inefficient labourers we have, can soon become efficient enough to earn what is paid to them, and should be made to. Those who are quite inefficient, such as the very old, the sick, the young and the cripples or blind people must be treated as dependants, and those who are responsible for them must be given the opportunity of doing more work so as to maintain such. There is no practical difficulty about this.

114. Very few relief works should be carried out by the Civil Department, because they have not the proper machinery or the establishment trained for the purpose. I would have no petty works if possible such as, are sure to mean something near a village, to which people will come anyhow, and unless very carefully tasked or pieced, would mean money spent without any due return being given. There may be works, however, near villages which are very necessary, such as deepening land, clearing out wells or tanks and ponds, clearing away rubbish and vegetation, making proper drainage, levelling roadways, banking water-courses, making filtering arrangements in river and stream beds, besides planting the prickly cactus on barren rocky lands, on which possibly old and weak people who could not follow their relations to the distant piece-work, aided by the village servants and watchmen who may not be allowed to leave their villages, could work. All these might be employed by the Civil officers. But even this work I would pay by results and not allow merely a pretence of daily work for a daily wage. All other works should be entirely under the Public Works officials.

115. The Commissioner with the Collector of the district must decide when and where works have to be opened, and should be able to state approximately how many people at different periods they expect will require work. The great work of the Civil Department during famine times, that is in connection with relief works, would be careful scrutiny of all the people in their villages, so that every one may know exactly what they can do for relief, where they can go, and what will be expected of them. There should be a regular system of printed passes of different colours, meaning different things on which would be written the village name, number of people, headman's name, and distance of the village from the work to which the pass refers. They will also arrange about the dependants who are not able to travel at once with the able-bodied. A certain colour might mean travelling allowance has been given or may be, and possibly whether such is to be deducted in instalments from the headman's payments. I think that the money should be deducted from their payments, so that they may understand that nothing is to be expected in the way of gifts. The Collector would inspect the people on the works as to their condition, etc., and listen to any complaint which appeared just, but he should give no orders whatever, but would enquire from the Executive Engineer in the matter, and if there was any injustice or hardship, it would be at once removed or arrangements made to follow any suggestions which the Collector might think fit to make, in order to remove the difficulties. But this only refers to the condition of the people and their food and water-supplies. The Assistant

Collectors would report to the Collector in the same way on inspection, but would have no power to interfere in the management in any way. If necessary, questions would go to the Commissioner, who would refer to the Superintending Engineer. But the Public Works Department must be solely responsible for the arrangement of the work, manner of carrying it out, drafting and shifting the people, their pay and payment rates for piece-work, the limiting, hutting, water-supply, the bazar and all sanitary arrangements. Concerning the opening and closing of the works in different parts this should with good management be almost if not quite automatic.

116. This question is mostly answered above. I think that the Collector should be held responsible for the people who are to be allowed to come on the works and to state on the permits the village and distance from works. He may, as the people are his, inspect their condition on the works, he and his Assistants may see if the people keep fit: he should not give any orders however. The Collector would refer any matter which he thought needed attention to the Executive Engineer of the district, who would at once take any steps, but in practice there would be very little writing, as these district officers should constantly meet and arrange by personal conference. There would be no control over the works by the Collector or any Civil officer, only power to send on labour which must be arranged for, power to shut or open works after consultation with the Executive Engineer and under higher sanction, and to enquire and see into any cases in which he had reason to think the people were losing condition. If necessary, the Collector will refer to the Commissioner or the Superintending Engineer. But for all else the Executive Engineer must be held solely responsible.

117. Answered in the above.

118. If relief works were large and the area of famine not very large I think the Public Works Department might manage everything with their own establishment. Otherwise I would prefer having European officers of the Staff Corps to assist in all work which was not absolutely technical or required special knowledge. Such men would be most useful. But any officers of any department, Native or European, who had any discipline or official training could be made very useful in many ways provided they were entirely under the control of the Engineer officer.

119. Yes, answered above.

120. I am most certainly sure from very long experience on public works that no arrangement can be economically and satisfactorily carried out in the way of relief works, unless the whole and undivided control is under one authority, and for large works, if not for all works, that authority must be the Executive Engineer of the district. I have always declared the necessity of this, as I have so often seen, in this country particularly, the great trouble and difficulty which is caused by a dual control of any kind. Take ordinary works under the orders only of this department. I, as Superintending Engineer, have entire control as it were over the Executive Engineer and his subordinates, and have to inspect all works being constructed, but I would never for an instant dream of giving any orders or interfering in any way with the work, nor do the slightest thing which would disturb in any way the authority of the Executive Engineer on whom devolved the actual execution of the work. Even though that officer were one hundred miles away from the work, I make notes and write to the Executive Engineer asking reasons for any particular thing which seemed wrong, and then only if necessary would any order be given to him or suggestions made for improvement. This would be through the post and would not interfere with his authority on the work. It will be seen how very difficult, almost impossible in fact, it is to carry on works if the Collector, or worse still his Assistants or Mamlatdars, were to interfere in the management and give orders to the people or lead them to think that they could mislead the civil authority for their own benefit. If the Collector should have control of the works it should be entire control and undivided. The Executive Engineer and his Assistants would in that case have nothing hardly to do. However, I propose all works should be piece-works and not mere playgrounds for pauperizing the people and distributing unearned charity. There would thus be no reason whatever for the Collector's interference except as I have specified above.

121. I think that the officer in immediate charge of all large works as well as the Executive Engineer should have magisterial powers conferred upon him during relief times.

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I have witnessed the very great utility of such a course. They should not be high powers.

122. I have had nothing to do with any management of civil works and there were hardly any in this presidency.

123. As above, I think that all the works of the Civil Agency were transferred.

124. Payments of wages should never be paid at less intervals of one week, the same with payments for piece-work. I have given many reasons for this in my report to Government accompanying my No. 545 of 31st January last which can be produced if necessary.

125. I would pay task-work and piece-work to the nearest pice only. I would have daily pay, etc., worked out to the nearest pice, but at the week's end would pay to nearest pice only. Reasons can be given.

126. I am strongly in favour of paying by special cashiers who have given large security in cash for their integrity and who get good pay. These men can pay up to 3,000 people by task-work and of course very many more by piece-work, probably easily 12,000. These men should be often changed about so that there should be no possible collusion with the mustering or measuring clerks. With regular stated times and places for paying, all inspecting officers can and should watch and check such payments frequently. With any other system that I can think of, or have read of in the reports, it seems to me that fraud may be easily carried on. I don't know what a "gang Muharrir" may be, but unless he is a man who has given large security in cash, and who gets good pay and is also frequently moved and always checked, I would not trust him out of my sight.

127. Towards the latter end of the famine time, in many places we allowed only those on the works who brought a permit (if that is the meaning of "Chalan") from the civil officer of his village or other civil authority. This course I think desirable, as mentioned in former answers, under regulations. But I am not very sure that it would be necessary if we had "limited piece-work" and all were made to give value in work for payments made and no one was allowed on works which were within ten miles of his house. When a labourer presented himself without a permit, he was told he must go and get one.

128. We had not many hill tribes on the works, only in certain parts. They were different tribes and behaved in different manners. Where we had most they looked thin and miserable, but I learned that that was their normal condition, but that they looked a little worse as they had at first been a little shy at coming on. Afterwards they came on quicker than we could find work, they behaved well and worked fairly well. In other parts the Bhils came and went and were lazy and inattentive and apathetic; as soon as they got a little money they went off and spent it. Some others behaved well, but are reported to have not done so well as others owing to their inferior physique. Most of them were peaceable and gave no trouble.

129. I do not know what is meant by a separate "charge." And the number depends so much upon whether concentrated over large areas or along a long line. Also upon the kind of work. An Assistant Engineer with task-work, if the work was fairly concentrated and not difficult to measure or of great variety, should be able to look after 20,000 to 30,000. He should have two upper subordinates and four lower subordinates, but we often could not manage so much establishment as this. An Executive Engineer who had his ordinary work to look after too could manage two such works, but if he had nothing else would look after three, that is, expecting there would be arrangements about plans, etc., for the works. Also provided he was not bothered for reports from all sorts of officers.

130. I am not in favour of kitchens at all, as I say all relief works should be limited piece-works and all parents should be made to maintain their own children who could not work. If task-work was in any case considered necessary, I should always feed the non-working children, as if money is paid one has so much less control over the workers; some having many children may come on just for the children's payments, but they will not come to the works just for the children to be fed merely.

131. Statements* will be put in showing the ratio of the value of work done by ordinary labour at ordinary times and that

done by famine labour in famine times with and without extra charges. Not yet all complete.

132. Famine accounts and returns may be divided into two for consideration which should not be confounded

together—one set for the purpose of showing the progress of the famine and its relief and the other for keeping a proper account of the expenditure. The first may consist of approximate figures but must be very punctual and at frequent intervals, whilst the other of course must be the accurate statement of all expenditure, allocation, etc., which may be made out once a month. In both, great simplicity is necessary, as the establishment is very much pressed with work of all kinds and the simpler the accounts and returns can be made the more they will be of use, as no one has much time to carefully scrutinize any large array of figures, and the more simple they are the less is the likelihood of fraud and the easier to check, also the easier the untrained establishment can learn to make them out. With piece-work, accounts can be much simpler than with task-work. There will be no muster-roll but merely a list of the gang and headmen's names with number of each sex and children. The measurements would be on the same list and also, if thought well, the rates and payments to be made for the work done. The gangs would be counted twice a week and the gang register sheet as above would be made out once a week when payments are made. There would be nothing else. There would be a weekly report submitted very punctually to the chief officers concerned direct from the work; these would probably be on a post-card printed for the purpose and would show the total number on the work, men, women and working children—rates of grain, money expended during week and to date—rate of work, amount of earnings per unit during week and average to date. From such returns one could get all the information necessary to form a good idea of the progress and how the people were getting on, increases and decreases, what pay they were earning, etc. An abstract of these would be submitted to the Local Government. The regular accounts would be equally simple and would be made up for every four weeks. There should be a travelling auditor who would go round and assist the local officers wherever required and also audit and check payments, etc. It would be well to appoint a local committee to get out the best and simplest forms. The statement submitted to the Local Governments, however, should all be the same form giving the same information, and if relief works were being carried on under more than one Government these returns should be synchronous.

133. I have received no complaints from any employer of private labour. I have heard of such, but personally had no formal complaints. I heard from Executive Engineers that in parts they could not get ordinary labour at ordinary rates on account of the attractiveness of relief works.

134, 135 and 136. I have no actual experience of such.

137. I think that if we had piece-work on the limited system with rates by which all could, if they wished, earn enough money to keep their own dependants, and if we also insisted on a distance test, that we should not attract labour from private employers. The rates would be adjusted with that special purpose.

138. I cannot answer.

139. I should say that railway works and other large works might be carried on by contractors or companies which might satisfy the requirements for labour; but such would, as a rule, take advantage more than we should of the hard times and give very small rates or wages, so that it is doubtful if the people with the pressure for work would be able to support their dependants.

Gratuitous Relief.

I have no knowledge of this subject, but would beg merely to be allowed to make a few remarks in reference to some of the questions asked on this subject. If limited piece-work is carried out everywhere as relief work, the people will have to maintain their own infirm, old, young or cripples. The question arises, how will these inefficients manage to be maintained if those upon whom they depend are miles off at work. It seems to me that they must also live on the work. Then the further question comes as to how they are to get there. I think it must be left to the people to arrange themselves; they will do it somehow. In case of any that could not be moved, the permit which the worker brought with him to the work must state the number of such left behind, and every week a certain small sum would be deducted from his payment, the Civil Department would feed or pay allowances to any feeble ones left behind and adjust with the Public Works Department. This seems troublesome but I do not think it would be when once started, as the people would not leave any one behind they could possibly help if they had so much

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deducted from their earnings for their maintenance. It would not be hard; they know they have to keep them and are always very good this way. For moving the family also advances might be made by the civil officers which would be written on the permit and this sum should be deducted from the wages or payments after in instalments. I would not give a pie in charity more than could possibly be helped, unless no work can be found. If Government finds work, then their responsibility ends. With regard to the employment of weak and old people in villages I would suggest the planting of prickly cactus on the barren rocky lands and piling stones round to keep it from spreading on to the good lands. This would be very useful work and the village servants and watchmen could do the heavier part of the work, as they are obliged to stop in the villages. This would save their being paid for nothing.

Supplementary Statement subsequently put in by Mr. Joyner.

From long experience in this part of the country I feel sure that the four leading principles which must be adopted in all times of great scarcity are as follows:—

- (A) The first most essential point must be to have a sufficiency of really useful and suitable work available.
- (B) The next is that everyone who requires relief must give a fair equivalent in work for the relief given.
- (C) The third that the whole of the distressed area under one Government should be under the direct management of one authority (or if necessary two, a Commissioner and a Chief or Superintending Engineer) so that the general orders deemed necessary on inspections and by conference with the district officials may be immediately issued and thus no delay caused by reference to Government of the Province or any other Government and correspondence.
- (D) That no Famine or Scarcity Code should contain any strict orders in detail, but only instructions on general principles.

On the point A—I should like to give a little more evidence than I have done. On the point B—I have sufficiently expressed myself to the Commission. On the point C—I would merely say that with the two Divisions the two Commissioners and two Superintending Engineers in the distressed area in this Presidency, and the correspondence between so many officials, delay occurred which meant confusion and loss to a certain extent. A famine properly managed from the first is a matter of little difficulty, but rushed at by so many officials and Governments and the many complicated and troublesome rules which were quite unnecessary and with the upsetting of all ordinary work, it is a very different matter. Upon the point D I would merely say that the Commission must have informed themselves on this head as to its necessity instead of the merely theoretical and impracticable orders in the present Code.

In the areas of this Presidency which are liable to unusual droughts and scarcity, sufficiently useful work can be made available by storage of water and other irrigation and water-supply works. I would

*See page 57.
beg to append a rough note* showing the cost and value of such storages for protection. But besides this work and a few railways and feeder roads which are still wanted, there are two other works which I now wish particularly to bring to notice in the hope that the Commission may see its way to consider and recommend them.

The first is small works for protecting the dry rich soil on the slopes of the Deccan plains from being washed away by the heavy thunderstorms which so constantly occur in those regions. The annual loss of rich soil caused by this want of protection is enormous as is very evident to every official who has to travel in those times. This is a serious loss which can only be repaired with great care extending over generations. There are many thousand square miles of now barren slopes which in the course of ages have become denuded of soil in this way. The work required to prevent this permanent destruction of valuable Government property is small, but, of course, covering a large area, consisting of the construction of small banks of stones or earth planted or sodded or covered with bush, etc., across the depressions and small tunnels and subsidiary water courses. Not only will this work prevent the great loss

of soil but it will cause the surface to become more level and so make the land capable of utilizing very much more of the rainfall. The Deccan not merely suffers from want of rain but also because so much of that which falls runs so quickly off without soaking in, owing to the dryness of the soil and the slopes which occur almost everywhere. And to the want of grass, bushes and trees to arrest and hold the moisture. Under our irrigation works too it is partly due to this slope and difficulty of utilizing water from the tanks and canals without wasting so much which prevents the spread of irrigation. Under the irrigation works also more levelling might be done than elsewhere. This work is admirably adapted for the employment of relief labour, but it has three objections: First, that it would be near the villages; secondly, that it would be difficult to properly supervise, and thirdly, that it is interference to some extent on private property. These objections, however, can be overcome or allowed for. Famine labour could not be more admirably employed than in carrying out such work which would not only save great loss from washing away of soil, but would enable much more of the scanty rainfall to be utilized, thus doing much to prevent a repetition of drought and its effects. This work I proposed in 1877, but it was not accepted because much delay would be caused by correspondence and consideration while the work required was urgent. The same argument applied this year. This shows that it should be considered at once and everything got ready so that such work could be at once taken in hand when the next scarcity occurs.

7. The second work I propose is for the object of re-afforesting the very large areas of barren uplands which are found in all the districts of uncertain rainfall in the Deccan. From these areas the soil has doubtless been washed away from the want of proper protection and vegetation, and they are probably the cause of much of the drought and uncertainty of the rainfall. This restoring of the soil to these bare rocky slopes can only be done by the aid of the cactus called "Prickly Pear" which will grow freely on such dry places if thrown down on it previous to storms or any rain coming and often otherwise. All that would be requisite would be to cut this cactus down from the neighbourhood of the villages and elsewhere where it is a nuisance, and carry it off to the barren lands. If requisite, these areas may be surrounded by a ditch and bank of stones which would form further famine labour, this would prevent the cactus spreading to where it is not required and hinder cattle from destroying it. This cactus rapidly grows up and forms a dense mass of vegetation which not only rapidly forms soil by decaying, aided by white-ants, but also by its prickly stems arresting the dust and rubbish, leaves, etc. Birds attracted by its fruit and the insects, drop the seeds of trees in its midst, which grow up where the soil suffices and which in time destroy the cactus with their shade. The barren and worse than useless slopes are thus in time converted, first into cactus thickets, then into forests and finally into cornfields. This process may take some time, but it is extraordinarily cheap and requires hardly any expense to maintain, and at the same time it would at once cover these heated surfaces with a growth of cool vegetation which cannot but have a considerable influence for good in the nature of the rainfall. This work would be useful and convenient for famine relief, and is especially suitable where work is required near villages for the feeble or for the village servants who cannot be away far from the village.

The questions 61 to 66 referring to storage reservoirs and other irrigation works are rather indefinite as questions of cost and utility may refer to the storage tanks, but they read rather as if referring to other works. Statements are submitted which will, I think, give all the information.

Question 112: Statement will be found amongst those now sent.

Question No. 131: Statement forwarded.

The following is a list of additional statements * now put in and forwarded herewith:—

- I. Statement showing the average prices of grain in each district of Central Division in 1876-77 and in 1896-97, 3 (b).
- II. Statement showing average daily number of persons on relief works in each district in 1876-77 and in 1896-97.
- III. Expenditure on Famine Relief Works under different heads of work in 1876-77 and in 1896-97.
- IV. Estimates of the cost of storage works constructed in Central Division with the actual

expenditure during the famine of 1896-97 : with the actual value of the work and the expenditure on works not required for famine relief.

- V. Irrigation works constructed in 1876-77 famine with the areas they irrigated during the past year.
- VI. Estimated cost of irrigation works commenced in the past famine with area supposed to irrigate and cost per million cubic feet stored.
- VII. Approximate expenditure on different classes of work in Central Division during the past scarcity.
- VIII. Showing proportion of the dependants to workers on certain works at different times in the different districts during 1896-97. Question 83.
- IX. Proportion of men workers to women and children workers. Question 112.
- X. Statement showing ratio of the value of work done at normal rates on account of wages and including all charges. Question 131.

(*President.*)—You are the Superintending Engineer of the Central Division?—Yes, sir.

What districts comprise that division?—Poona, Sholapur, Nasik, Ahmednagar, and Khandesh. I may explain that the Satara District, which is in the Central Division of the Revenue Commissioner's charge, is in the Southern Division of the Public Works Department.

And Bijapur and Dharwar?—In the Southern Division.

(*Mr. Higham.*)—Were you employed in the famine works of 1876-77?—Yes, I was in the Poona District in charge of the Mutha Canal.

You had in that famine different systems of payment in the Poona District?—Yes, at first we took on all comers at ordinary rates of labour, with no tasking. Then we tasked, subsequently we introduced a sliding scale of wages according to the prices of grain. Then we took to fining for less work. We paid each child on the work under 7 years old 3 pies a day. We had no kitchens.

Were they fined rigorously?—At first not, afterwards rigorously. At first we allowed them to work much as they liked; afterwards we were more careful. The works in the 1876-77 famine were done much more cheaply than in this famine.

Did you pay lower rates?—Not at first, afterwards we did.

(*President.*)—Were the grain rates higher this year?—The grain rates were generally higher this year. For a short time and in the worst parts the rates of grain were a little higher in 1877 than they were this time. The difference between the two famines is that the rates of grain were uniformly high over the whole division during this last famine, while in 1877 the rates varied very much being much cheaper in Khandesh and Nasik, and very dear in Sholapur and Poona. In parts of the Poona District this year there was practically no famine.

(*Mr. Higham.*)—Your first work this famine has been for some time metal work?—Yes, at first.

It was not popular?—Not at first, but afterwards I put that question to many and never got a satisfactory reply. Subsequently they got to like it, that is, when they had been put on earth-work and found that harder, they liked the sitting down in the metal work. Women complained at first of the metal breaking, but afterwards got used to it and preferred it to other work.

Do women turn out the same amount of work as men?—Not as a rule, sometimes they do as much or even more than the men. The men are apt to shirk work more.

You have been collecting metal on all trunk roads?—No, not on all trunk roads. Only on those roads that required it: we have collected 5 to 10 years' supply, also ballast on some of the railways.

Have you coated the roads?—No, we have not put the metal on except in a few cases. As a rule we have not.

What labour do you employ in consolidating the roads?—We have employed men on "manual rolling" which we found cheaper than "bullock rolling". But there is a very strong objection shown to work at dragging a roller. In many cases we could not get the men to work at it.

Any difficulty in getting water?—In many districts we could not get water for the purpose.

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Do you not make use of the rain?—No, we cannot depend upon getting it in many places.

Do you not consolidate ramming? It is done in Madras?—We have never done it except for patching.

Did you do anything in the way of excavating village tanks?—Hardly anything. I remember of only one, a special case in Peint in Nasik District.

I do not understand what you mean by saying that it may be often cheaper to raise the escape of a tank than to excavate the bed?—Our village tanks are, as a rule, formed by making a dam across a small water-course with an escape. If it is proposed to excavate a certain tank we should first take out the catchment area, ascertain the probable run off and the capacity of the tank. If water runs to waste then we should raise the escape and the dam perhaps also, which would be an infinitely cheaper way, as a rule, of increasing the capacity, instead of spending money in digging the bed deeper; possibly we should dig a deeper hole in the middle for collecting the hot weather supply into a deeper part.

How many projects had you got out for constructing reservoirs, etc.?—Altogether there were just 50, I am not quite sure, there were other irrigation works—I think the number was 50 in all.

How many of them were prepared before the outbreak of the famine?—Several of them had been considered, but either put by as not sufficiently profitable or had not been required. One or two works were commenced in the last famine but not completed. Kapurwadi was a tank suggested in the last famine for the water-supply of the town of Ahmednagar. This year we revised the project and commenced it as an improvement to the town and Cantonment of Ahmednagar water-supply. Khird-Sathe in Yeola taluka of Nasik was commenced last famine as a water-supply for that town this year it was revised as an irrigation project and used as a relief work. Others in the programme would not satisfy the conditions considered as necessary.

(*President.*)—Any special rules or conditions?—No, sir, the ordinary rules for considering irrigation works. It was considered that every work to be on the famine programme must show by estimate a revenue after paying establishment charges, tools and plant, loss on capitalizing land revenue, the cost of leave and pension allowances and all the interest on the money borrowed during the probably much delayed construction, share of Secretariat and other administrative charges.

Take the Nilgund tank which I see gives no revenue?—That is a peculiar case. The re-construction of that tank was the means of filling many wells, and the land-owners were thereby enabled to much increase their garden crops, due entirely to the works we did, but we could not make them pay for the advantages.

(*Mr. Monteath.*)—There is a general impression that irrigation tanks are not profitable to Government?—That is so, but in such cases they are indirectly very profitable both to Government and the cultivator.

Irrigation tanks in the Deccan were not successful as a rule as protective works. The fault lay in their not having sufficient catchment area or rather because we were in those days led to expect a better "run off" than we find from experience we often get. The new reservoirs now commenced have large catchments so as to give sufficient water in the worst years.

(*Mr. Higham.*)—When did the relief works commence?—End of October.

These works were close to the village?—Well, I should say rather that some villages were close to the works.

Some people came from considerable distances?—I cannot tell.

When did you begin the larger works?—I am not quite sure now, but I think in March. The larger irrigation works were at Pathri, Mangi, Visapur, Maladevi and the Waghad tank; the last was merely improved and repaired.

Are all these works now closed?—No, the two first are still open. Then there was the Shetphal tank in the Poona District.

When did you open the larger works?—I cannot say without reference, but I think it must have been in March. In February we started the Barsi Light Railway. In March we commenced three tanks. We selected these works so as to take all the people off the roads. The plan was to have a tank in the centre sufficiently large to take all the work-people from along a radius of 30 miles round. At first we

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could not get the people off the road works, on to these large works, though drafted. The road works being kept open to all comers they found their way back. It was not till we stopped the admissions to the small works that we got the people to remain on the larger ones.

After you closed the small works did the people come to the larger works voluntarily or were they drafted? Was any compulsion used?—I think they came voluntarily; no compulsion was used. When we commenced drafting we also had an addition from voluntary arrivals.

Have you any statement to show that the number rose on the big works after the small works were closed?—I beg to put in a statement* showing how the numbers on the larger works gradually increased when the smaller works were closed.

You think that the opening of these new works had the effect of drawing many people from their homes?—Yes, it must have had that effect. Many of the people drafted to the new works did not get to them. I can't say if they went home. I presume that they did.

You think that they were quite capable of supporting themselves?—Yes, I presume so. Many of those who worked on the road works did not care to go to the larger works, because all the larger works had kitchens and so no children's payments.

Don't you think that they could not go because they had cattle and dependants, etc., behind?—They had already left their villages when they came first, and so they could not have had cattle and dependants except what latter they had with them.

Did you hear of any complaints made to the Collectors on this point?—Yes, I did hear of complaints. The Civil officers reported that when the small works were closed and the people returned to their villages they had to fall on gratuitous help.

Do you think that less reluctance was shown in 1876-77 to go long distances?—I think so but I have no knowledge. I think they kept wandering not knowing what to do. In this famine they knew what to do.

In 1876-77 you had no projects ready to start works?—In 1876-77 we started many large works, but that was later on. In the beginning we had something ready; in the Poona District there were the Mutha Canals which started the very first thing and employed about 30,000 people, then there was the Nira Canal which was soon begun, then the Matoba tank and after the Bhadalwadi tank and the Dhond and Manmad Railway.

Mr. Monteath remarked: Yes, but we had railway works this time.

Did you provide huts for the people?—Yes, as a rule.

Did they work in the sun?—Yes, except in Khandesh, where some shelter was given by some charitable persons or from the charitable fund. The huts we made were generally small ones intended for sleeping purposes; they were not allowed to go into the huts in the day time.

Any trees on the works?—As a rule not.

How many hours did they work?—Eight hours not including an interval of $1\frac{1}{2}$ to 2 hours.

With regard to question No. 87, had you any experience of piece-work?—Yes.

Do you think it could be applied to all classes of people irrespective of ages and castes?—Yes, I have never seen people who could not earn something on "limited piece-work".

Did you fix rates, if so on what principle?—We fixed them with regard to the task-work and wage, but as we had to wean the people from the task-work our rates were higher at first than they should be.

In what way did you limit the rates or the work to be done?—We allowed work up to the pay of the people at A wages, to which an allowance was made for small children for the seventh day and some other smaller things.

And for the females?—They were supposed to be part of the gangs. Those gangs who had many dependants could work up to the higher limit.

Had you different limits to different gangs?—Yes, we had three limits, one for gangs with a large number of dependants, one for those with few dependants, and the third for those with no dependants.

What was the practical use of the limit; did you allow them to work up to it?—That they should do no more work

than absolutely necessary, and that they should not receive more payment than was absolutely necessary. The difference in the limits was so that those who had many children or dependants might be allowed to do more work so as to earn enough for them. The amount of work the gangs with no dependants were allowed was limited to what would keep them in good health. If we left them without limit, they would employ professional diggers to work and refuse to employ the weaker.

Did you have no limit in any case?—The only exception was when they had to work in hard rock they had ordinarily no limit.

Do you think that the rates offered by you were high?—Yes, our rates were purposely high, but this was to make a commencement on. We had in the immediate neighbourhood task-works with kitchens for the children. We could not have got the people to the piece-works unless they were paid highly. We started two or three new piece-works in May. In October we converted nearly all the task-works into piece-works. I had high rates because I had to wean them from the task-work with the feeding of children.

Do you think that they worked to the maximum limit fixed?—Very few of them.

Were their earnings sufficient?—At first they were not as a rule, but they soon learnt how much they had to do to get sufficient money. I have a great many details of the working of the many different gangs for each week from the first, but the data are too bulky to put in, nor have I had time to work them into intelligible shape. If any gang was too weak to work, they would be put on higher rates, but this would need much care.

(Mr. Monteath.)—What about the weakly ones and the weavers?—I would put them on special rates until they got used to the work. They got minimum rates in some cases, in many cases we did not fine them.

Supposing you did, would not that come to the same thing as piece-work?—Not quite the same thing, because they could not earn more than a certain amount according to the wages of their class.

Do you remember putting any on piece-work at a higher rate?—Yes, because we did not attract the labour from the task-work: we started at the end of the famine and the people were almost all professionals.

(Mr. Higham.)—Did you put them on special higher rates?—Yes, at first. My experience is that every one on the piece-work has earned his living.

(President.)—You propose having separate gangs for single men, for men with few children, and men with many children?—Yes. Those who had no children object to work in gangs where there were children. I heard such complaints in task-work. We had tasks for children, and payment was made according to the working children's maximum or minimum rate.

(Mr. Monteath.)—This refers to piece-work?—No, to task-work.

And what about the dependants?—They had nothing to do with the work. I put in a list* of the works prepared during the last famine, showing the areas irrigated, comparative statement of prices, etc.

(Mr. Higham.)—With reference to your answer to question No. 90, you say twenty or thirty people work in a gang on piece-work. They would include, I suppose, four to five families?—Yes, about five families work under one head man. We found that they worked very harmoniously.

You make payments to one man?—Yes.

Did you keep a muster of all those who came?—Yes, a numerical muster twice a week. We did not keep their names.

The same people appeared on a muster day?—We had nothing to do with that.

Have you got the number of the gangs?—Yes, I have a very large number of figures and lists showing details of the work done, number in each gang, etc.

How do you restrict maximum earnings if you do not keep the number of people employed?—As before said, a list showing the numbers in each gang is kept up.

As regards the classification of task-work I think you propose three or four classifications?—I propose that your upper class be done away with, some of those who come under the carrier class should be put in the digger's class.

(President.)—Any reason?—Because the men who fill and lift the baskets do the work which is in other parts done

* Not printed

by the digger, here the soil being hard the digger only uses a pick which will not fill a basket.

(Mr. Higham.)—With reference to your answer to question No. 95 you propose to include Sunday wages, but not a Sunday task?—Yes, the task would be for six days, but the pay would serve for seven days.

Do you think that the Sunday wage should be abolished?—Yes, most certainly.

Do you think that the daily wages of a "professional" man should include for his sustenance on Sunday, i.e., for seven days?—Yes the rate for six days should be sufficient to keep him on the seventh.

(Mr. Monteath.)—Practically they would thus get money for doing nothing at all?—Yes, but it would be a very different thing to giving them money for a day on which they did no work.

(Mr. Higham.)—What is your practice about the Sunday wage?—One had to qualify for the Sunday wage by putting in six days' work first.

Your payments have always been made once a week?—In the beginning we paid twice a week. The order was to pay newcomers daily if they required it.

Would you pay six days at a higher rate or seven days at a lower rate?—I would pay at the higher rate; it saves trouble.

What is your idea of the remuneration to be given to the big children?—We have got maximum and minimum rates.

What ages do you propose?—I think that non-workers from seven to ten or twelve years. Over ten as workers. There should be one class of children ten to fourteen or perhaps to thirteen or fourteen. On the piece-work none of the children under ten did any work.

Had you a large number under observation? That is of those on D wages?—Yes, in some districts there were a considerable number on D wages. In Ahmednagar many gangs got D wages only. But some gradually got out of D class and did more work.

They were not in a worse condition than those in the other classes?—I think that those who got less than the D wage were not in very good condition. I have frequently noticed that.

(Mr. Monteath.)—Did they come to the work in the D class or were these people in worse condition newcomers altogether?—Some came to the work in a bad condition, and were put in the D class.

(Mr. Higham.)—Referring to your answer to question No. 115, you consider that people should not be allowed to come to work unless they have permits?—I think that they should come of their own accord. Relief works properly managed should be perfectly automatic. It would be better if every one had an authority from the Collector. Towards the end of the famine permits were insisted upon in most of the districts, certainly in Sholapur and Nasik.

Who gave the permits?—I think it was the headman or the "kulkarni" of the village. I am not sure; it was not my business to enquire.

They used practically to refuse admission without permits?—This was so.

Was any register kept of those so sent away?—I do not know; it was not the business of my department. It was the duty of the special civil officer.

Were there any cashiers on your works?—We had very many cashiers.

Was there any difficulty in engaging their services?—There was no difficulty except perhaps just at first.

What sort of people did you employ?—Mostly educated Brahmins. They all gave securities.

Did you enter into an agreement?—Yes, always except in the very few cases in which men on the permanent establishment were employed.

Under what circumstances was the security to be forfeited?—If their accounts were wrong or if they acted in bad faith. They were frequently transferred.

What security was required to ensure their integrity?—They gave security for one thousand rupees in cash. I gave them Rs50 as pay. But in a very few cases when the men were personally known from being in a Government office less security was taken and less pay given.

They were engaged according to the amount of their security?—I used to appoint them in Poona, and send them

out. The full amount of Rs1,000 was insisted upon. The only exceptions of less security were a few known clerks put on by the Executive Engineers. But these could not have numbered more than about half a dozen.

Was there a difficulty in getting villagers to go to distant works?—Yes.

Who should supply the special civil officers?—The Revenue Department if they have trustworthy men available.

(President.)—In your answer to question No. 63 you suggest that the famine rules should provide that irrigation works should be accepted on the famine programme of works. You say that the ordinary rules are not sufficient, what would you suggest?—I think that if the revenue to be derived covers the cost of maintenance, taking the cost of the work at normal rates, then such work should be accepted.

It seems that there may be objections on this ground. The cost would probably be very much, and the amount of revenue very small. Suppose you make a rule that the revenue to be derived should be combined with the cost of maintenance, can you say that something of the sort would serve the purpose?—Yes, something of that kind; the value of such works is undoubted even though they may appear in the accounts as dead failures. Take the Nira Canal which produced this year over 30,000 acres of corn. The value of which was about half the total capital cost of the whole of the large project. Without this work, which I may say was partly constructed in the last famine, not an acre of this corn could have grown.

In your answer to question No. 71 you express the opinion that hutting is not absolutely necessary in the hot and dry weather, and that they can live in the open without any hardship? Is this the result of your actual experience? You saw them doing that?—Yes. Certainly.

Do you know where they put their utensils and pots?—They place them under bushes or by their children and clothes.

I suppose there is a good deal of high wind and dust in the Deccan in the hot weather?—In some parts of the hot weather there may be occasionally, but not very much. In the Eastern districts they generally sleep outside their houses and huts.

If heavy rain comes on then it is dangerous?—I should prefer giving them huts, but it is not absolutely necessary.

Do you think that the higher classes and others who have stocks are reluctant to come to work?—Certainly.

You cannot force them. Do you think that the people who have stocks of grain or have money will come out in spite of the high task and fining?—When work is near a village we have a lot of people coming out, but when work leaves the neighbourhood of the village very many will not follow it. They will stop at home. I presume that when work is convenient they will go to it to save their stocks or add to their savings.

Referring to your reply to question No. 80 regarding the "accommodation for workers," how did you calculate the cost of this accommodation?—They have not allocated the charges in all districts in the same way, in some they have included the cost of the hospitals, the shelter for establishment, etc., with that of hutting the workers, so that the exact sum per head of hutting could not be got out. But the figures given of cost are approximately correct.

Were the Collector's powers under the Code carried out?—I think they were carried out.

In answer to question No. 121 you propose that Executive Engineers should be invested with magisterial powers?—Yes, 30 years ago or less Engineers exercised those powers with much advantage.

Do you remember what powers they were?—I do not remember. Criminal powers I know.

None of the Engineers now ever have magisterial powers?—No, never.

Do you think that the payment for task-work and piece-work should be made once a week?—Yes.

It would be difficult if people had to go away in the middle of the week?—I do not think so. We allow them to get their pay if they wish to leave.

Do you know whether the Bhils went to work willingly or did they object to go. Did you have experience of Bhils?—No, sir, not very much; they would go away whenever they liked and were very difficult to manage. They used to continually leave their work for several days.

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You say in your reply to question 133 that the Engineers complained that they could not get labourers at ordinary rates. Why was this so?—I suppose the ordinary rate for a man would be from 7 to 8 rupees a month earned by the working man of a family, while out on the relief works whole families worked and their collective gains would be much more than that.

(Mr. Holderness).—Am I right in thinking that you consider that the Collector should only use his powers after consulting the Superintending Engineer and the Commissioner?—Yes, sir, as regard the carrying on of relief works he should certainly not interfere and should address the Superintending Engineer or the Executive Engineer, if he has any doubt about the way works are going on.

Do you think that would work well?—Yes, certainly.

Were the special civil officers appointed by the Revenue Department?—Yes.

Were they placed under the Public Works Department or did they remain under the Revenue?—They remained under the orders of the Revenue Department.

Did they fix the preliminary class of the workers when they came on?—Was their classification revised by the Public Works Department?—They used to enter the classification, but on some works alterations were made subsequently.

Did the whole thing work harmoniously?—In certain cases I know that they did not at all, but perhaps as a rule great restraint and care being used by all, they did.

Would you prefer to have them placed under the disposal of the Public Works Department?—Certainly, the whole work must be under one head.

Would you like them to be civil officers?—I should not mind who they were.

Do you think that the entire control should be left to the civil officers?—On the larger works certainly not.

Had they anything to do with payments?—Only that they helped to check them. I was always anxious that every officer of every department would check payments and musters whenever passing. Payments were made on certain regular days of the week.

The special civil officer looked to the hutting and camping arrangements, and the tasks were fixed by the Public Works Department?—Yes.

Did the special civil officers ever interfere with the task?—I do not know that they interfered, but they made complaints about the tasks and the task gangs.

Who did they make complaints to?—The Collector.

(Mr. Monteath).—Did he complain to the Commissioner? I want to know the process it went through?—I can't say.

(Mr. Holderness).—Were the complaints frequent?—No.

When you started road work you commenced with hutting?—Yes, from the first.

You employed famine labour in making huts?—Yes, they had special gangs trained to that.

You had orders from the authorities that residence was compulsory?—It was only compulsory as far as the hutting accommodation sufficed. There were sufficient huts at that time.

Was the distance test ever enforced?—It was.

At any time did the Government refuse to authorize that test?—Yes, it was the general belief that they did.

In the rains were the people provided with water-proof shelter in their huts?—The huts were made fairly water-proof and after heavy rain I have seen them tolerably dry.

Were they of canvas?—Bamboo matting as a rule, but we also had cotton cloth and gunny bagging huts. These were oiled or tarred or both.

Was the wage always calculated on *jowari*?—Yes, but in parts of Ahmednagar it was sometimes calculated on other grain.

Do you know if there was any cheaper grain to buy instead of *jowari*?—I do not know.

Do you think that the people in any case preferred the D wage?—Yes, they preferred being on D wages to doing more work for slightly better pay.

You were satisfied that the task was within their powers?—Yes the task of D wage was very light indeed.

You do not think it advisable to allow people to come so far as five miles daily to work?—No, except for piece-work.

You would not give allowance for distance; you have never done it?—No, we have never done it, and I would not give it.

You said in answer to Mr. Higham that no workers did piece-work?—No, there were a great number of people who did not avail themselves of it. They were all fit.

What is a fair wage—D wage?—Yes.

Did they remit their money home or did they keep their dependants on the work?—I do not know; they had many dependants on the works.

You propose the piece-work system, how would you deal with the weavers?—Give them higher rates. I should keep them separate on the work or give them separate work altogether.

You say that the wage per day should be the equivalent to two pounds of grain?—I am not perfectly certain; this is what it seems to me.

We are told that male adults had required two pounds of grain to eat per day. Is that the case?—I think so, if they are doing hard work.

Do you think a man eats two pounds a day?—I do not profess to know anything about this as I have no experience, but I should think so, if a man does more work he requires more food. He will eat food according to the work he does. He must keep himself alive.

You are not prepared to give a definite opinion?—It requires an investigation which I have not made.

In answering question No. 113 you say that in the case of a man who gets employment elsewhere, his wife and children should not be put on relief work?—That depends upon his earning a wage sufficient to keep wife and children.

Is it not so?—It depends upon circumstances, it should be as a rule.

With reference to question No. 89 you say "that all works should be piece-works and parents should be made to maintain their own children who could not work". Was that policy acted upon?—No, but that is what we are doing now.

You have not closed the works prematurely anywhere?—No, but I am threatened now with having to open fresh works.

In answer to question No. 120 you say, "it will be seen how very difficult," etc. Have these difficulties arisen?—Yes.

Frequently?—No. In two or three cases.

Has there been any friction?—Yes.

When the works were first started I think the non-working children got cash. Why? When was that stopped?—We considered that the parents utilised for themselves some of the children's payments, which enabled them to shirk their own work by being regardless of the task. And we had so many children under 7 that we considered that all the children could not belong to the workers.

Was there any proof that the children who did not belong to the workers came?—We tried to find this out, but it was very difficult. The children after we started kitchens became much fewer.

Instead of cash they then got cooked food for the non-working children, but did any who were in the non-working children class still get cash payment?—Yes, on some works and to some certain stage of children's age.

What about nursing mothers with toothless infants. Did the infants get paid too?—That is another point; as long as the mother drew A man's wage, the infant got no pay.

The general rule was that small children who could not eat were to get cash payments?—Yes.

What was the rule about nursing mothers?—She did not work but got the pay of an A class man; after four or five weeks that was stopped, and then the child passed into the next stage, which was the toothless stage, the woman then got the pay of the class she was entitled to, plus the child's money, till the child was old enough for the kitchen.

(Dr. Richardson).—Did the health of the people go down when they were fined—put on D wages or below?—I think that the people's health who got less than D wages suffered. I think that if there had been no minimum rate, they would have been made to work and so would not have suffered.

What is your reason for objecting to the alterations in the age over 7?—Almost without exception all those children below ten could hardly work at all, at least nothing of much value. In many cases we have been able to get children into

separate gangs. On the piece-works children under ten are not allowed on the work.

(*Mr. Bose.*)—Did any class of children object to come to the kitchens?—There was at first very general objection amongst all classes. People understood that they were to be poisoned off, so that we should get rid of them or drive them off the work.

When the cash was given them do you think the children were starved?—No, they were not starved but they got thin and could not have been given the value of the payments made to their parents; they got thin. I know that the child is the first to suffer, then the mother, and lastly the man; it was so in the 1876-77 famine and now. A man will insist on having as much as he wants or can get; he will take away from his wife and children if he does not get sufficient. In many cases the children suffered from want of clothing also. When one is near the people work and also the children, but it is only by giving value of work done that they are made to work.

The rates depended upon the value of the grain from time to time?—Yes, the Mamlatdar of the district informed the officer in charge of the work the bazaar rate for the week. Wages were fixed according to the scale applied to the rate.

(*Mr. Monteath.*)—In some districts the test works failed to attract the people?—Yes, sir, Khandesh.

The conditions generally were not favourable?—Yes.

The conditions were more favourable now than they were in the last famine?—They were more favourable now than they were in the last famine. Wages given are now higher and the work done less. In the last famine I started work from 13th October 1876, which is before we began in this famine, so it cannot be said that we took this famine in time while in 1876 we did not. In the 1876 famine I kept my people well all through the famine.

A very large number of people left the works in the last famine when the sliding scale was introduced. And the

deaths in consequence were many?—A great number of people left the works in January 1877 when we reduced the pay and tasked them. This was natural. I don't consider that this had the least to do with the deaths which later occurred.

The people this time had sufficient to keep them in fair condition, wages now being not much higher than they were then?—My impression is that wages were higher now than in the previous famine, and that the work was less now. If a man gets less pay he will work less. It would save great trouble and chances of speculation if the rates of grain did not change so quickly, that is, for fixing the rates of wages.

The Collector or his Assistant has power to arrange the scale of grain wages?—I do not wish to take away the power of the Collector. He might have the power of general supervision, but he must not interfere in any way with the management of the relief work under the Public Works Department.

(*President.*)—Suppose the officer in charge said to the Collector—No, I do not agree with you?—The Collector should ascertain the circumstances and refer to the Executive Engineer.

You mean that the Collector should not leave his powers to his subordinates?—What we object to is the interference with the work as it means double control, which is practically impossible except in a very unsatisfactory way. The civil officer should not make alterations or give orders himself, but should correspond with the Collector and he would arrange with the Executive Engineer after reference.

(*Mr. Holderness.*)—If the special civil officer is found to go wrong, would you point it out to the Assistant Engineer or the Executive Engineer?—Yes, the duties of special civil officer are connected with the classification and the supply of food, etc. If he found anything wrong he should ask the Public Works officer about it.

Mr. R. B. Joyner.

26th Feb. 1898.

MR. A. DAVIDSON, Superintending Engineer, Southern Division, Bombay, called in and examined.

I put in written answers to the Commission's questions.

It may be kindly noted that the responder to these questions did not take charge of the Southern Division, Bombay Presidency, till the 16th November 1897, when the famine was practically over. During the period from December 1896 till end of July 1897, he was Executive Engineer, Poona District.

*77A. There is great objection to going to any distance out of touch with their villages shewn by all classes except professional labourers, or those absolutely destitute. As long as the people have means of their own, or can live on credit, they will not move away far from their villages, but I think they would go when credit and means are exhausted, or when the leading spirits of the village set them the example.

113A. I think not advisable, but it really depends on the intensity of the distress. Professional labourers, such as Wadars, would probably crowd on to the works, to make good wages, to the exclusion of distressed people not used to labour on the public works, but I think that where the distress is only partial, the system adopted in the Dharwar District is superior to a regular famine work conducted under the Code rules, and might be adopted in place of test works, the principle being that all applicants are employed and are paid by piece-work, not at normal rates, but sufficiently to enable them to gain enough to feed themselves and families.

113B. I think not. It is better to keep some of the relief works open till the people disperse or it is seen that there is employment for them in the fields.

113D. Expenditure would be met from the provision for ordinary public works.

282. I think the rise in prices was largely due to reports of the failure of the season in the other provinces of India.

282A, 283A, 284, 303 and 303A. Did not come under my observation.

304. I see no reason why Government should not buy in the cheapest market for their kitchens and poor-houses, but I doubt if Government could compete with the ordinary bunniah. If they could do it successfully, it would bring down prices. There were I believe large stocks in this division, acquired at cheap rates, but the Revenue Department has better and more reliable information on these points than the Public Works Department.

305. I believe that the large grain-dealers can, and do, form rings in this country, and that evidence to that effect could be obtained from the Telegraph Department. I cannot furnish any. My opinion is derived from hearsay and conversation with minor officials only. I cannot suggest any method of breaking it down.

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As to the extent and severity of the distress.

2. To local failure of the rains, also to high prices.

3 (a). Bijapur, and the eastern portions of the Satara, Dharwar, and Belgaum Districts depend upon the rainfall of the month of September, supplemented by storms in October and November for their main crop: these failed; the ghaut districts were visited by excessive rain in July and August, which also stopped prematurely; the crops were swept out of the ground, and retarded in growth, so that when the rain stopped, the soil hardened and they withered.

(b) Yes. I believe higher than in 1876-77.

4. Preceding seasons were good.

5. I think so, except the low caste people, who are much addicted to improvident marriage; it came under my observation in the Poona District that numbers of low caste people living from hand to mouth had several wives and numbers of children. This population increasing rapidly must be supported by Government in times of distress, or perish. I consider this is one of the most difficult questions to consider, an enormous and rapidly increasing pauper population, unwilling to leave their villages, who will soon increase to an extent as not to be able to find employment even in prosperous years in agricultural pursuits.

6. Yes, the area depends almost entirely on the rabi crops. The early rainfall, although sometimes good, is too precarious to cultivate on, except in light soils: the deep black soil of the eastern plains is suited to rabi crops only.

7. I have no information on these points.

8. It has been more severe than any scarcity since 1876-77. In the latter year the extent and the severity were greater.

9. I consider that the liberality of the relief measures attracted the people to the works, some time before they would have come to them, if it had been possible to have the works opened under strict supervision combined with distribution of cooked food to dependants, instead of gra-

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tuitous relief in wages to non-working children. Where works were opened with insufficient staff and with payments in cash to every one, it was soon realized that this was a splendid opportunity for families to draw large pay and do nothing in return for it. In the Poona District emissaries from various Sabhas urged the people not to work, telling them it was all charity, and that only the mistaken zeal of the Public Works Department was trying to exact tasks from them. I therefore think that very large and unnecessary charges were incurred.

As to the sufficiency and economy of the Relief Measures.

10. This question can be better dealt with by the Revenue Department than the Public Works Department.

11. Do. do. do.

12. I think many of the people relieved were not really in need of relief; they were attracted by the liberal terms of the Code, particularly as regards payments to working and non-working children and dependants, also to all works where for one reason or another fining was not rigidly enforced, or where there were no kitchens.

13. I believe that wherever works had been opened they would have filled up to a certain extent, but I do not believe more than were actually opened were required; in fact, there was more work ready for the people than was actually required.

14. The rush on to the works at the commencement of the famine was I consider entirely due to false notions on the part of the people that work would not be exacted from them, and of the large payments to children and dependants, and as long as the state of things permitted of the above, many people who, when things were better managed left the works, stayed on. I think the relief arrangements at the commencement of the famine were defective, and are avoidable in any future distress.

15. No information on this point.

16. I believe it can be shown that the introduction of kitchens reduced numbers considerably, and what is more, it stopped the steady influx of workers, also the introduction of fining and measuring tasks reduced the numbers. I believe that these changes in management excluded those not really in need of relief, but not those who really required it.

17. I am not in a position to reply to this question.

18. I do not think test works are at all needed. The Revenue Department is well qualified to state if relief works are required, and on their requisition such works should, in my opinion, be opened, but with all the safeguards, such as task-work, kitchens, residence in camps, so that State assistance may not be abused. This system would prevent rushes, and could gradually be enlarged to meet requirements.

19. They were required to work; it depended on the nature of the supervision and arrangements for tasking whether they were required to do sufficient work.

20. Yes.

21. This pertains to the Revenue Department.

22. The task has been a fair one, considering the people were, as a rule, non-professional labourers on public works. The wage was a bare subsistence one, but before the institution of kitchens, if a man had a large family of young children, their aggregate wages amounted to a much larger sum in cash than he had been accustomed to receive; this, added to private resources was very attractive.

23. In the Bijapur District there were a large number of works opened, and as far as possible it was made a condition of receiving relief that the labourers should reside on the works, but for want of accommodation it could not always be insisted on, but in the later stage of the famine it was insisted on. Residence on a work is disliked, and constitutes a fair test of necessity if the weather is bad; but in the dry hot months, as long as the people are within touch of their villages, they do not mind camping out, but I am strongly in favour of a distance test, and would employ no one on public works within easy reach of his or her village.

25. I am not in a position to answer this question.

26. Yes. I think due to greater liberality, also to panic due to native agitators, and the notion that it was to be all play and no work.

27. Gratuitous relief on the public works was given at first in the shape of wages to children and others. As soon as the civil department could make arrangements, it was

given in the shape of cooked food in kitchens, but only to the children and dependants of those on the works.

28—29. Pertain to the Revenue Department.

30—35. Do. do.

As to the arrangements existing for ascertaining the imminence of scarcity.

34—38. Do not pertain to the Public Works Department.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. Test works, large tanks, new roads, collecting stocks of metal.

40. I was Executive Engineer, Poona District, and had under me works coming under the two last classes. In the Southern Division all the works came under Code measures, except some work in the Dhárwar District, which was constructed from Local Funds, and on which the system adopted differed from the Code measures. For a description of it, kindly refer to the report of the Executive Engineer, Dhárwar District.

41. As far as I am aware there was no deviation from Code rules except as mentioned above.

42. Work was carried on according to the Code rules.

43. The most material departure from the Code measures of relief was that almost universally labourers were paid weekly, instead of at first daily, and after a time, twice a week. The Code rule is almost unworkable, and would increase the establishment charges and create innumerable account difficulties. The labourers did not object to this payment, as long as the payments were made regularly, sometimes there were difficulties even in paying weekly.

44. The distress in this Presidency was not severe enough to exhibit cases of people coming on the works in a state of starvation, and requiring immediate relief. Arrangements could be made to relieve such dire distress without resorting to daily or bi-weekly payments. Weekly payments conduce to better supervision of accounts and less clerical labour, also save establishment. The time alone occupied in calling up a gang and paying it daily would be considerable.

45. I have after much consideration come to the conclusion that metal-breaking is not a suitable famine relief measure. It is attractive to the Public Works mind, because it is easy to manage, and labour can be concentrated near the quarries; but in future famines I would limit metal-breaking to one year's supply for metalled roads only, and employ the main bodies of labourers on large tanks, new roads, light railways.

46. See above.

47. I only know famine in the Deccan.

48. (A) Earth-work was everywhere preferred to metal-breaking. The ordinary working native is used to earth-work in his fields, but not to metal-breaking, which is cruel work, and requires a certain knack.

49. No.

As to relief works.

52. Depends upon the country the road goes through. In the Deccan the roads are often in cutting and embankment, there is not the flat surface of the plains of Upper India.

53. I think that all roads which have been finished will be of permanent service to the community; those that have remained unfinished will have to wait years before means are available to go on with them. I think those which have been constructed will be maintained.

54. The famine relief programme will give the required information.

55. Although it appears suitable work, in my opinion it is really unsuitable; the people hate it, it requires a knack which they will not take the trouble to acquire, it is hard and cruel work, but it is easy to manage and the establishment need not be very good to rule it.

56. Not that I am aware of.

57. Village tanks would, I should think, be an excellent way of providing relief.

59. No; except that I would not employ any of the people on the tank of their own village.

61. In Belgaum, Bijapur, and Satara.

62. Yes, I think so.

63. Most certainly.

67. Besides the works opened in the famine last year, namely, Taosee, Sangogi, and Hulloor tanks, I would propose the investigation of the Yadwad tank, Malprabha River Storage, in Belgaum; also the Durdundi tank. In Satara, the Sheothar tank, the Newri tank, the Wowur-wahira tank. In Dharwar, the Padkalkatti tank.

70. A programme has been maintained in each district of famine works. The policy has been to exclude tank work. I was in favour of road work, but I now see that tanks are the more suitable class of work for famine relief. The famine relief programme will show what works were ready.

71. (a) Three to five miles.

(b) Ten miles, so that they can go home on the weekly holiday.

72. Yes.

73. Yes, certainly.

74. As soon as accommodation could be supplied, residence was made the rule.

75. When works were well under control, it was made a definite condition of relief.

76. I am in favour of making residence obligatory and of indirectly inducing it by concentrating the works. There is a great deal to prove that the opening of works in the vicinity attracts numbers of people not in actual need of relief. Attempts to draft people to works situated at a distance from their homes were made with very little success, and the people dispersed, and as far as I am aware, there was no greater distress in consequence. No; the test is if they are willing to go a long distance in search of work, the gaining of a little money within easy reach of their homes is sufficient to attract numbers of people, particularly women and children, who are not actually in need of relief.

77. I think not. During the fine weather they do not mind living on the works, it is a sort of picnic, provided they are in touch with their homes, and the members of the family are not on the works. The establishment of kitchens and hospitals in many cases drove people off the works from superstitious motives, but after a time many of them, particularly the low-caste, returned to them.

78. Certainly not.

79. As soon as arrangements were in good order residence was made compulsory. No provision is made in the Code for reduction of task in case of "distance". I remember, however, that once in the Poona District I gave orders on a certain work that as accommodation was not available for the labourers that those coming from a distance should, as a temporary measure, have their task reduced.

80. I have no records with me from which I can take this out, it would vary according to locality, and the price of bamboo matting.

81. I think not, except when the rain set in in Bijapur, then the infant mortality increased, statistics were not kept by this department.

82. No.

83. Piece-work was only carried on in a modified form in the Dharwar District. Please refer to the Executive Engineer's, Dharwar District, report.

85. No.

86. Yes, when the distress is not severe, I think piece-work might have been instituted in this Presidency with success at the commencement of the distress, and would have kept many off the works who only came on account of the large allowances for children, and the general idea they had that work would not be exacted.

87—93. I have had no experience of piece-work.

94. I would have only two classes, A and B; the present C class should come under "children," see answer to 97. D class should come under dependants.

95. I think the present rate given in the Code a suitable one.

96. I think it is unnecessary to maintain the alternative system.

96A. No.

97. A children's class, which should include the present C class, should, I think, be instituted for children above 12.

Below 12 they should not be employed but fed in the kitchens; they do no good on the works and only hinder the other workers.

98. Ten at the lowest, but should prefer to make it twelve.

99. Paragraph 87 of the Bombay Code meets the case.

100. Yes, they are.

101. Yes, not that I am aware of.

102. No.

103. Yes, but omit the first Sunday on the works, or rest-day.

Relation of Civil and Public Works Officers in connection with the management of relief works.

114. Civil officers should be entrusted with all small works, such as clearance of village tanks, prickly-pear, and small metal-breaking camps, Public Works with impounding reservoirs, canals, railways, and new roads.

115. In my opinion the Famine Commissioner, or the Division Commissioner if no Famine Commissioner is appointed, should be the responsible head for reference to and decision of all questions, except technical ones, and on questions of wages, fining and tasks, should take the advice of the Superintending Engineer. The Collector in my opinion should have no power to interfere in any way with Public Works, beyond criticizing and reporting in duplicate to the Commissioner and the Superintending Engineer any fault he has to find with the management, or improvements he has to suggest, but as regards the camps after their erection by the Public Works, they should be under civil control, directly under the Collector and his Assistants. I think the kitchens should be under the Public Works, but the decision as to who should be fed and who should be sent on the works, should rest with the medical and civil officers. My reason for placing the kitchens under the Public Works is that I think the Public Works Department would get them ready and in working order sooner than the civil department, and the Public Works Department should be held responsible for having a kitchen ready to receive children and dependants the same day as the work is opened.

116. The Collector for the management of the camps, sanitary matters, police, admission of people to the works, selection of dependants and children to be fed in the kitchens, drafting labourers to other works, for the supply of cash in the treasuries, and arrangements for supply of food to the labourers by sending traders to the works when necessary.

The Executive Engineer should be responsible for the work, that there should be employment for the number of people which he, in the first instance, or in the famine programme, agrees to take on, that the work is ready on the date arranged with the Collector, he should then be responsible for everything concerning wages, tasking, fining, all technical details of the work, payments, and the running of the kitchen; also that the camp accommodation which has previously been ordered from him by the Collector is ready.

117. Most certainly not.

118. I think the class of men who were employed during the late famine quite suitable to manage the camps; they were I believe revenue clerks of the better class, training for the lower magistracy. On general control and inspection I would employ none but European officers or gazetted officers.

119. Yes, under the subdivisional officer, the latter is, it may be taken, an experienced subordinate drawing good salary, ranging from Rs 400 to Rs 100, while the revenue clerks acting as Civil officers are promoted from places worth Rs 30 to Rs 50, it is much easier for such men to defer to the subordinates of the Public Works Department than for the latter to act under orders of men who they know are only promoted clerks. The Public Works Department men have too much to do to interfere with the management of camps, unless there is any very glaring mismanagement, while, when once a camp is in running order the Civil officer has more time, and can if so inclined, make mischief.

120. Only the management of the kitchens.

121. I do not believe investing the class of men generally employed as Civil officers with magisterial powers is of much use; they might, and do, use it to annoy Public Works Department officials.

122. Fining and tasking were I believe impossible on Civil works.

123. I cannot answer the first part of the question, but am of opinion that no work employing over 500 people should be left in the hands of the Civil Department.

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127. When works got into running order, I believe I am right in stating that orders were given by Collectors not to admit any one on works without "chalans". I think that the admission or otherwise of a labourer should be left to the discretion of the Civil officer, if he is without a "chalan."

128. (I) They will only go on to works easily accessible from their villages.

(II) No, very lazy and troublesome.

129. If the policy of employing famine labourers under the Public Works Department on large works, where they can be concentrated, such as impounding reservoirs, is settled on as the future method of employing them, one good upper subordinate or Assistant Engineer can manage, with the assistance of four lower subordinates and the usual maistrees, etc., 20,000 people; road-making camps require more assistance, placing them five miles apart with 5,000 people in each one, there should be an upper subordinate for every two camps, and a lower subordinate to each camp. I think it is a mistake to employ Assistant Engineers as sub-divisional officers, except in the case of works requiring technical skill.

130. I am in favour of kitchens in all cases, their moral effect in keeping off those who do not require relief is invaluable.

133. The Executive Engineer, Bijapur, quotes a case where, on account of famine works being open, he could not get ordinary labour. The fact of all ordinary works being closed during famine makes it difficult to answer this question. I am not aware of any complaints from other employers of labour.

136. I believe a large number of people were employed by farmers who had received "tagai" from Government, but what their arrangements with the labourers were, I am unable to state.

137. Stop all admission to works of people from the adjoining villages.

138. See answer to No. 136. I believe the advance of money for wells, terracing, and small bunds, is most useful and keeps a lot of people off the works.

139. No, except as above.

As to Gratuitous Relief.

Paragraphs 148 to 345 deal with questions not pertaining to the Public Works Department.

With reference to the points to which attention is drawn in the preamble to G. M. No. III Fam. of 4th February 1898, I have the honour to report as follows:—

4. (a) As far as I am aware, the only important departure from the prescriptions of the Bombay Famine Code was in the matter of payments; the relief labourers were paid weekly instead of daily and bi-weekly.

(b) My humble opinion is that in this Presidency the relief works were ample to meet the distress; in fact, too much so; they attracted the people by the large sums which could be earned by the possessor of a large family, even if the wage paid was the minimum. The institution, of kitchens, drafting, and fining below the minimum, cleared the works of all except those who required relief, and at no stage of the famine did I see any of the distressing sights so common in 1876-77.

With regard to economy, my opinion is that the stone-breaking operations so largely adopted in this Presidency are neither economical nor suited to the people. The cost of the metal broken by famine labour runs very high, it is liable to deteriorate, and it is in many cases not wanted, particularly on roads that have to be maintained by Local Boards which cannot afford to lay it and keep the road up to a metalled road standard; but if there is no other work available, metal breaking is an easily managed and ready means of employing famine labour. There are some new roads urgently required, and they will afford a certain amount of work if another famine year occurs before, in the ordinary course of improvements, they are completed; but I think the Bombay Government will have to depend upon impounding reservoirs and light railways for future famine work. I think that complete plans and estimates for the necessary number of reservoirs should be prepared, and kept in readiness for the next distress, and that those which were commenced during the last year should, unless they can be shown to be financially sound, or protective to a very large area, should be kept for famine work only, and when the work for unskilled labour is nearly exhausted the

necessary skilled labour portion be put in hand and the work completed.

(c) As regards the saving of human life, I think the opening of central works, if explained to the people by the Revenue Department, would prevent loss of life among the working classes. People who can't or won't work at the sort of labour provided by the Public Works Department must be arranged for by the Civil Department, but in the main, the people who are affected seriously by failure of rain are agriculturists, and used to earthwork, and if such people will not go to relief works, it shows that they have means of support, and if they, while in good health, refuse to bestir themselves, I fail to see why Government should interfere. In my humble opinion, if the principle of placing work for the convenience of people, instead of for the convenience of Government, is adopted generally, enormous expenditure and waste of money must be incurred in every future time of distress; and with regard to economy, large works dealing with cutting and embankment are the works most suited to the main population affected by failure of rain, and therefore more likely to be economically managed.

(d) In answering the list of questions, I have given my opinion regarding the responsibilities of the Civil and the Public Works Department; I would relieve the Collector of supervision over public works, and take away from him decision in matters of employment and wages of relief workers; I would abolish test-works, relying on the reports of the Revenue officers as to whether relief works were wanted or not; I would open no work until the camps and the kitchens were ready, the latter to be under the Public Works Department, and I would task and fine from the first day. I would admit no one to a work from a radius of seven miles, and make residence compulsory; I would draft to other works constantly and freely, and by these means I believe the numbers of people who are not really in need of relief from the State, and who go to works to earn a little money by doing no work of any value, or to be with their neighbours, would be immensely decreased.

105. Yes.

106. Mr. Higham allows 68 cubic feet instead of the Bombay 60 cubic feet. I do not think there is any objection to raising the task, but large discretion should be given to Superintending Engineers.

107. Yes.

108. About thirty.

110. A copy of Mr. Palliser's rules for the system of modified piece-work in the Southern Division is attached.

111. No. Where distress is very acute, the people have to be dealt with individually, or at most in families; any ganging system would, I think, be attended by oppression of the weaker parties.

112. I have no statistics to hand, and could not get them in time; but I know that the proportion of women and children to men has been very large throughout the Presidency.

113. It was quickly perceived that the great advantage of Government works was the employment of the women and children, who literally did nothing but yet received money enough, that with their private resources they could get along; the men found some employment, or they lived on the private resources of the family and the family credit. It is difficult to say if the family credit would have extended to all in a family. I think not, but at the same time it is curious how, where works were not opened, there was apparently no greater distress than where they were crowded. I believe that the reason of this was that the Baniyas would not let the people die for want of credit, but that if a work was opened in the vicinity of the village they forced them to at least send their families on to it. This point can, I think, only be elucidated by the help of disinterested native gentlemen of some position.

Instructions for the system of modified Piece-work as applied to Famine Relief in the Southern Division.

By MR. H. G. PALLISER, Superintending Engineer, Southern Division.

1. The work to be piece-work throughout, but "modified" so that there may be a maximum earning for the week.

2. Such maximum shall be one-sixth—say 16½ per cent.—in excess of the average day's work. In other words, it will be possible for the labourers to earn seven days' wages for six days work.

3. No work shall be allowed on Sunday under any circumstances.

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4. Workers to be divided by families or into small parties (not gangs) from the same village willing to work together, and payments to be made on bills (not muster-rolls) made out in the name of the headman of the party or family, in Form No. 15, or in an adaptation of Form No. 2A, to be printed locally.

5. The rates should be so fixed as to afford a trifle over the A scale of the famine wage, thus providing for infants, dependents, etc. For the sake of illustration take a small family of husband, wife, and child of 12. The famine wage (Section 111) would be the equivalent of $21 + 19 + 14 = 54$ chataks = $6\frac{1}{2}$ lbs. grain. With the bazar rate at 16 lbs., the wages of such a family would amount to 6 annas 9 pies a day, and if the task is, for example, 170 cubic feet road-embankment, the rate would work out to annas 4 per 100 cubic feet. This party would, as a maximum, be allowed to do up to $170 \times 7 = 1,190$ cubic feet as a week's work, and, subject to that maximum, they would be paid by piece-work at the rate of annas 4 per 100 cubic feet for the actual amount of work done during the week.

6. The piece-work rates must, in every instance, be approved of by the undersigned. They should not be varied with every small rise or fall in the price of grain. Probably it will be found most convenient to change the rates at every difference of 2 lbs. of grain to the rupee.

(President.)—You were connected with the relief works at Poona?—I was acting Superintending Engineer at first, then I returned to my place of Executive Engineer. I took charge of the works on the 1st of December 1896.

With what work did you begin?—Metal work.

During the greater part of the famine in the Central Division people were employed on piece-work?—No, we had no piece-work in Poona. In the Southern Division there was what might be called a modified task-work, and the only information about that was given in the famine report of Dharwar. I sent the famine report. I have not been able to refer to it since I got these questions. There were large payments to children doing nothing. The money of the children and the men and the women added together made a very respectable sum. At that time fining did not come in. When the fining was commenced, the numbers dropped.

What was the extent of the fine?—In Poona we fined one pie below the minimum, sometimes more on account of insubordination.

After the introduction of the fines and the kitchens, the people ran away?—Yes.

You drove away people who were not in a position to protect themselves?—I do not think so; and the starving people did come back; and we protected the children if they were starving.

You say there were a number of people who took away their children?—Yes. The figures would show what number of children have fallen off. The children got paid. The number of children in the kitchen is not equal to the number who fell off.

Was residence made compulsory?—Yes, from the end of February or the beginning of March.

Did that result in many people leaving the work?—I think it resulted in many people going off; they did not like to live on the work.

In answer to question 23, you propose that there should be a distance-test?—Yes.

Suppose you draft the people within five miles, a good many people would fall away?—No. They should go on further; I think 12 or 15 miles.

Was that system adopted at all?—At times we did; I am unable to say whether it succeeded or not. In the Poona District the Collector issued an order to object to admission within 10 miles.

What was the object?—People were coming in and doing no work in spite of the fining, and in spite of the introduction of kitchens, the work was still too popular.

Too popular in the sense that some people could live by borrowing or by some other way?—I think so.

In answering question 94 regarding classification, you propose to have only two classes, A and B; the present C class come under the children, *vide* answer to 97. D class should come under dependants?—Yes.

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On the same wages?—Yes.

How would you define it?—I would have the following classes:—

A class for full grown men.

B „ for women.

C „ for children and the decrepit.

As regards the Sunday wage?—I should give the Sunday wage, if works are carried on under the present Code; but if an intermediate task-work is introduced I should do away with the Sunday wage. I should make rates higher to include the Sunday wage.

Receiving people, classifying them and drafting them was under the civil officers?—Yes. In the last famine in Bombay.

(Mr. Monteath.)—Is he responsible for the management of the camps?—He has nothing to do with these things. My only point is that the Public Works man should not be in any way under the orders of the special and civil officer, but should have power to inspect the camps and make remarks.

(President.)—You think that Public Works officers have nothing to do with camps. What is your objection to having him under the special civil officer?—There should be one special man under the Collector to look after the camps.

The Public Works officer does not require the assistance of the special civil officer?—No.

Is not your paragraph 115 inconsistent with paragraph 119?—I should not put the Public Works officer in any way under the special civil officer.

Then the Public Works officer becomes the head of the whole Department?—My proposition is that the present arrangements should be adhered to, except that the special civil officer should have no power at all over the Sub-divisional officer.

As regards the kitchen, you are in favour of it?—Yes.

That the management should be under the Public Works Department?—Yes.

What about the Medical Department?—Every Sub-divisional officer should arrange for the Apothecaries in charge of the hospitals. My idea was that the two things should be separate, *i.e.*, camps, and kitchens with hospitals, etc.

You put the special civil officer under the Public Works man?—I do not know that there would be any difference. I do not suggest that there will be any disagreement.

Do you use "chalans" in your Division?—I believe it was generally done. In the Poona District we use them.

That has been done under the orders of the Collector?—Yes.

Was any discretion given to the civil officers to admit people without "chalans"?—I could not tell you now.

(Mr. Holderness.)—I see you are in favour of having large central works at once. Do you think it is a good thing to draw people to more numerous works and then concentrate?—I think we should open out big works and inform the people that work is provided for them.

Don't you find them reluctant to go long distances?—Last year, almost to a man, they refused.

What is a long distance?—Thirty to 40 miles. I believe in the Southern Division people had to go from Bijapur to Taosee.

And they all refused to proceed?—Yes.

But they did not object to 10 or 15 miles?—No. It was the end of the famine when they left the works.

This is not a very great test, is it?—I think a fair distance is a test.

Did they try to get out of it?—On some works they did. I was Executive Engineer, and from my personal experience I can say that in many cases people walked daily from 5 to 6 miles. It is rather difficult to expect them to go this distance. But when sheds were erected, and camps established, the number of attendants fell. We had 500 to 600 people in each camp; this number however did not increase.

(President.)—In what months were the sheds erected?—About March or April.

(Mr. Holderness.)—Can you assign any reason for the absence of increase after the erection of sheds and estab-

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lishment of camps?—A certain number of people who had to work for their living, did go and live on the works. Others, perhaps, who did not feel the famine did not care to reside. The works did not attract them.

Who were the people?—Mostly cultivators, i.e., agricultural labourers.

Did any better class of ryots come?—Very few.

Did they come before residence was enforced. Had they any objections to residence or to work near the village?—I am sorry I cannot answer these questions.

Did you experience any difficulty in getting up materials, etc., for the erection of the sheds?—No. Nearly all materials were got from Bijapur by rail.

By materials you mean bamboos and matting?—Yes.

What labour did you employ in erecting the sheds?—A certain percentage of the gang were told off for this work.

In the hot weather when winds blew, did these sheds stand?—Yes, but a large portion of the matting is now in grass.

In Bijapur the winds are very high, are they not?—Yes, at times.

And yet the people managed to live in the sheds?—Yes. They did not dislike the wind, but disliked the rain.

Is it impossible to make their huts water-proof?—Donb^{le} matting and "dambar" coating takes a good deal of rain.

When your camps are once established, is the moving of them a matter of great trouble?—No, not much trouble. The matting has to be rolled, and the bamboos, etc., can be got together at once. I have constantly moved camps, it takes a day or two, at the most three, to move a couple of thousand huts 10 miles.

As the work on the roads keeps progressing, have not the men to move on or walk longer distances?—We tried to keep our camps at a distance of 5 to 7 miles from each other. The men generally had to walk a mile or so.

Can you tell me from your knowledge whether the hot season in the Madras Deccan or the hot season in the Bombay Deccan is hotter?—It is understood that the hot season in the Bombay Deccan is hotter and the winds higher. I am sorry I am not in a position to say anything definite. I think the Bombay Deccan is hotter, but I am not sure.

Don't you think that black soil countries are hotter than others?—Yes, I think so.

Do you think it desirable to have village works for the benefit of small cultivators and others who find it difficult to leave their homes?—I am of opinion that they should go to the works as long as they are fit. Small village works for weakly people and women I would not object to, but those who have no children, old relatives, etc., dependent on them, I would certainly make them go to the central work.

You would not allow able-bodied men to work near the village?—Certainly not.

You think they will be able to arrange to take their cattle, etc., along with them?—Yes, in a great many cases I think they did take their cattle and other things along with them.

If there were small works, do you think there would be difficulty in making a selection?—Yes, there would be difficulty for this reason, everybody would want to go to the small works near their own village.

Could they all not be provided with works near the villages, in constructing tanks, etc.?—That should be only for people who are not fit to work on big works.

Do you think it would be advantageous to have works for each village?—Yes, I think so.

What limit do you fix for small works?—The Public Works Department should have nothing to do with small works. They have no provision for such works. The Civil Department should have the dealing with small works.

Were there many tanks on the "famine programme" works?—I believe in the Southern Division there were a good many tanks in the programme. I think about two years ago the programme was revised and a good many of them were struck out as being financially unsuccessful. However, I think we are going back on them now.

Do you think the famine programme should be revised?—I think so. Tank schemes, I think, should take the place of other schemes.

I suppose you are of opinion that road projects are not suitable?—Yes, sir. In the Southern Division three tank

works were commenced, for which we had only partially prepared plans, etc.

When was that?—One in March, one in April and another in September.

You agree with Mr. Higham's proposed classification of relief workers?—Yes, class A for able-bodied men, B for women, and C for children and weakly people. As regards wages for A class, as at present; B class B wages, and for C class I am not quite certain.

If you had a scale like that would it not be more liberal?—Not necessarily. I think the bulk of the women would be in B class and all the men in the A class.

(President.)—They bring them down by fining?—A large portion were brought down from A to B by fining.

Everybody was fined? Were they kept continually on the low wages?—Yes, nearly every one was fined one pice below the minimum.

Had that the effect of making many leave?—No, not the slightest reason to think so.

Do you think that the wages so reduced were sufficient for them to live on?—They did live. I think there was something behind to keep them up. I think they had private means.

You do not think D wages otherwise sufficient to keep them alive?—No: my only explanation is that they had something behind. I can also explain it in this way—most people had their relatives and others in the villages who went backwards and forwards and brought them food.

Had you any trouble about copper coins?—No, we had no trouble. In the Southern Division, I believe, there was a good deal of trouble. The copper coins once in circulation would not come back.

Are you in favour of starting piece-work in another famine?—Yes.

What would you do with "weakly" people—people not accustomed to manual labour?—I think some special labour will have to be provided for them. I am speaking of the working classes only.

Yes, but there are always a certain class of weakly persons not used to labour, for instance the weaver class?—Yes, in the Poona District we had a few of them, but only a few. We had no "weavers" at all. Most of our people were from the working class.

You have not tried piece-work to any large extent?—No.

Do you think the schemes for relief laid out during this famine, better than those laid out in the last famine?—The distress in 1876-77 was fearful. I was in charge of some works then. I think the people heard of relief works sooner this time than they did during the last famine.

You mean the relief works were started in time?—Yes, I think so. But in 1876-77 many people did not come to the works till they were nearly "dying." I had in 1876-77 about 3,000 children. They were often mere skeletons. I never came across a single case of this kind during this famine, at least not in my districts.

Judging from experience, can you say if people came more willingly this year?—At first they came willingly, and as long as the terms suited them they came, and brought their women and children. But when we had established kitchens, fined them properly, and established a proper system of working, there were very few additions. In the Southern Division the number went up in September: many, however, left in June and July, when the early rain fell, but they returned again.

(President.)—I think it rained in the Poona District first?—Yes, in Poona and then at Bijapur.

What was the cause of the falling-off in Bijapur?—I think the approaching rain.

(Mr. Holderness.)—Did the Public Works Department work harmoniously with the civil officers?—In some cases there was friction.

On what chief points did friction arise?—There was some friction in Poona when I was the Executive Engineer; it was about an order issued by the Collector. It was about the rate of wages fixed by me. It was referred to the Commissioner and was amicably settled.

In the Southern Division was there any friction?—I can only say from the demi-official correspondence I saw in my office from the Executive Engineer, Bijapur, that there was a time when there was some friction, but I think good temper and civility tided over the difficulty.

It requires a good deal of good temper to get over such troubles.

(Dr. Richardson.)—I would like to know definitely if the wages are sufficient to keep the people alive?—I can't say definitely, it is however a handsome wage if there is something at the back to supplement it.

(Mr. Monteath.)—You know Government opened a test work at Dharwar, and that they closed it because it did not attract people?—Perhaps more favourable terms might have attracted them.

Were they not given Sunday wages?—I am not quite sure, perhaps the wages were fixed so as to include Sunday wages.

In Dharwar was the distress severe?—The distress in the Ron and Gadag talukas was severe owing to the failure of crops.

I understand you suggest that when the distress is severe we should open immediate relief works?—Yes, so it seems when we look at the state of things in 1876-77 and the famine of the last year.

In 1876 the relief works were opened very late, and some people came to the works in an emaciated condition, in fact they came to die. In the present famine they came to stay to work. The general idea is that they did not avail themselves of the works sufficiently early?—That may be one of the reasons.

You do not think the present famine was as severe as the last one?—No, but in certain parts of the Deccan they were just as badly off as in 1876-77, and perhaps worse.

Did the people come willingly to the works?—Yes, especially when the money wages to children were paid.

Was there any difficulty in the Poona District?—No, the people came willingly, they were mostly Kolis, from Amba Ghat side.

From what distances did they come?—Some 15 miles.

Did a great many of them refuse to go long distances?—Yes.

Do you think that a system of trying the people first on small works and then drafting them on to big works

would be more suitable?—Yes, if you take care that the small works are not made attractive, you can then draft them to bigger works.

Suppose we had only the large works and no small works to begin with, would the people be in a fit condition to go to the big works?—It is very difficult to say. Perhaps if it was explained to the people that there was a central work and that they should go there for work, they would go.

You mean those in apparently a fit condition to go?—May be, but in Poona we had no such cases. I think most of the people in Poona were able-bodied and so we drafted them on to the Shetphul work and Baramato Nira Station Road.

I think the friction between the Civil officers and Public Works Department to which you referred was the outcome of some misunderstanding. You do not think it was the system?—With regard to the friction in Poona, it arose from a misunderstanding, but I was thinking of the friction at Satara. The acting Collector there issued orders to the Public Works Department officers on the works and afterwards withdrew them; meanwhile the Public Works Department declined to be responsible for the work.

The system of exercising supervision by the Collectors over Public Works Department officers is the same in all districts and was the same as is done in ordinary times, was it not? The Collector or his assistant visits the works and points out any irregularity he notices?—Yes, the system is the same, but in the Satara case it was not a case of supervision, it was one of interference. Ordinarily the Collector or his assistant, if they notice any irregularity, points it out in a letter to the Executive Engineer. The Collector should have power to criticize, but he should not interfere in Departmental or technical arrangements. In Satara the Collector issued orders regarding the wages of the work-people, and the Commissioner, on a reference from the Executive Engineer, cancelled that order. My point is, one man must be supreme. The Collector has a perfect right to criticize.

(President.)—You think the huts could be made very nearly water-tight by means of double matting and tar?—Yes. In most cases we could make them rain-proof.

MR. C. N. CLIFTON, Executive Engineer, Ahmednagar District, called in and examine d.

I put in a written statement of evidence.

(a) *Departures from the prescriptions of the Bombay Famine Code which have occurred in the Presidency during the recent famine.*

The provisions of the Bombay Famine Code were followed in my district (Sholapur Relief) as far as possible, and also, as far as I can ascertain, in my present district, Ahmednagar. The principal departures were (1) in the matter of making weekly payments to relief labourers instead of daily or bi-weekly as laid down in para. 82 of the Code; (2) in the appointment of men under the head "Special Civil Officers" of a position considerably inferior to that contemplated in the Code; (3) in the introduction of travelling kitchens; and (4) in the classifying of relief labourers with regard to their actual Code classification.

As regards (1), I consider that, under the usual circumstances existing on famine relief works, at all events on those of which I have had experience, daily payments are an impossibility. In many of the localities where relief operations have been in progress, the distances from the nearest treasury have been such as to absolutely preclude the idea of daily payments. The works, too, have, generally speaking, been spread over long lines of roads or railways, and without an enormous staff daily payments could never be made. As a matter of fact, it was with the greatest difficulty that we could get our payments made weekly. The difficulty in getting small change, sudden rises in the numbers of people, illness of subordinates, etc., are all factors rendering daily payments more difficult. In the vicinity of a large town, where a treasury is close at hand and large quantities of copper coin can be obtained from the bazar, daily payments may be possible; but I am inclined to think that weekly payments by cashiers are more satisfactory than the practice of placing money in the hands of karkuns and maistries, which would be necessary in the case of daily payments. Weekly payments were made both in the

Ahmednagar and Sholapur Districts, and the system appeared to work satisfactorily, provided the payments were kept up to date.

As regards (2), in the earlier part of the recent famine there were no Civil Officers at all, and everything had to be done by the Public Works Department officials. This of course put a great strain on them, and the appointment of these Special Civil Officers was a great help to them. At the same time the men appointed were hardly of the kind contemplated in the Code, which in para. 90 states that the Civil Officer should be a Magistrate with summary powers. There was of course great difficulty in getting men of the class required, and the men appointed were mostly clerks or school-masters, and a good deal of friction occurred between them and the Public Works Department subordinates. As a matter of fact, they, or at all events most of those of whom I have had experience, are suitable for the work, provided they are made subordinate to the Public Works Department. As things stand, they are placed in too independent a position, and, as their duties are not very well defined in the Code, are apt to interfere in matters which do not concern them and of which they have no knowledge.

(3) In the Sholapur District, owing to the very scattered nature of the works, a system of travelling kitchens was introduced, or rather of distributing food along the line of work instead of at central kitchens. This was found to work very well, and seems the only practicable system where people are scattered along long lines of roads, etc. Where attempts were made to bring children to central kitchens from long distances, great confusion was caused to the works by the parents leaving the work to take their children to the kitchens.

(4) The Code classification of labourers was adhered to closely in Sholapur, but in Ahmednagar the bulk of the people appear to have been put in C and D classes. There was, as far as I can learn, no material difference in the

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classes of people applying for work in the two districts, nor in their condition. In Sholapur many of the people, though classed as A and B, received D class wages only, but the actual classification was maintained, and this, I think, is the better system under present Code rules, as by classing large numbers of people as D or "weakly" people, persons not connected with the district are apt to be misled as to the condition of the people.

(b) *The degree of success which has attended the measures adopted considered primarily with regard to the relief of distress and the saving of human life, and secondarily with regard to economy.*

I think it may be said that the degree of success which has attended the measures adopted has been high as regards the relief of distress and saving of human life. Relief works were started in good time and the condition of the people never became really bad. Very few instances came under my notice of really emaciated people, and I can safely say that personally I did not come across or even hear of a single case of death from actual starvation. Quite a different state of things existed to that of the famine of 1876-77, through which I also served in the Sholapur District. This time people came forward early in large numbers for relief and were prepared to go considerable distances for it, whereas in the former famine the greatest difficulty was experienced in getting them to leave their villages even for the relief houses close at hand. I am unable to explain this change in the people, but I think there is no doubt that it has come about. Hardly any poor-houses were necessary during this famine. In my portion of Sholapur there was only one poor-house, at Pandharpur, and I do not think the daily attendance ever went above 100. Moreover, the bulk of these were lepers, who would be beggars at any time and who only suffered from the fact of the people who ordinarily give them alms being somewhat pinched themselves. A certain number of weakly people were fed at the kitchens, but the number was never large. The kitchens were established somewhat late in the famine, but were, I think, a great success. I have no figures to prove whether their introduction tended directly to economy or not, but the number of non-working children on the works was much reduced, the percentage of non-working children to adults dropping from somewhere about 50 per cent. to 25 per cent. The condition of the children actually improved under the kitchen system. As regards the success of the measures with respect to economy, I am inclined to think that Government generosity was abused to a considerable extent, and that many people came on the works who really did not require relief. Under the present rules, however, it is not possible to prevent this, and something in the way of a distance test, *dakhlas* from the village officials stating that people actually require relief, and, above all, a system of piece-work calculated on rates to include Sunday wages and allowances for children, are desirable. The above would, I am sure, keep off many people who really do not require relief and only come on to the works owing to the favourable terms on which they are received. The introduction of piece-work would also effect a reduction in establishment, as the expensive kitchen establishment would not be required and the large establishment required for mustering would be reduced. The latter reduction might, however, not be very great, owing to the necessity of employing more of the higher-paid maistry class. The starting of numerous road improvement and metal-breaking works was not found to be an economical way of obtaining good results, owing to the scattered nature of the works and difficulty of supervision. The opening of large central tank and railway works, however, improved matters in this respect, owing to the practical enforcement of a distance test due to the closing of works in different parts of the district and concentration on the large works, many people left the works altogether, and practically only those actually in need of relief remained. More efficient use could also be made of the establishment available, which was far too small to cope with the many scattered works started in various parts of the district at the commencement of the famine.

(c) *Advice as to the measures and methods of working which seem likely to prove most effective in future in those two respects.*

The measures and methods which, I think, are likely to prove most effective are the opening of large central works at the beginning of a famine in lieu of a number of scattered works, and the starting of the same on the piece-work system. The fact that children and dependents

are paid or fed under the present rules and Sunday wages given has the effect of bringing large numbers on the works who do not require relief. The distance test and rule about people having *dakhlas* from their village authorities would also, I think, keep the number down and lead to economy.

(d) *Other recommendations or opinions thought likely to be useful.*

I consider that the entire control of works undertaken for famine relief purposes in a district should be in the hands of the Public Works Department, the Collector being the referee in such matters as neighbourhood in which work is required, condition of the people, drafting, etc., etc. There should be men corresponding to the Special Civil Officer for classification, advances to new-comers, kitchens, etc., but these men should be under the orders of the Public Works Department officials. At the beginning of the last famine everything was done by the Public Works Department officials, who were consequently over-worked and had not sufficient time for their legitimate duties, and some help of the kind indicated above is desirable, but there should be no dual control. The present system is not satisfactory, the status of the men appointed as Civil Officers being generally below that of the Public Works Department subordinates with whom they have to work, and much friction occurs at times.

I would also do away with the subordination of the Public Works Department officials to the Collector, as, I think, the legitimate authority and influence of the Collector can be effectively exercised without this subordination.

(President.)—Mr. Clifton, what district are you in charge of?—I had charge of the Sholapur Relief District. I went there in December 1896. I am now in charge of Ahmednagar.

Were any works started before you got there?—Yes, metal breaking and road improvements; about ten thousand people were working there when I took charge.

Too many works?—Yes, Sir. Small works were scattered about.

Were the works in full working order?—Not at first, but after the entertainment of the necessary establishment they worked full.

Had they women and children on the works?—Yes, they had women, and I think about $\frac{1}{3}$ rd were children.

What did you do when you got there?—I got the people to erect huts, got the necessary tools, etc., and continued the works.

Did you start any new works? Did they break metal?—Yes, the Barsi-Pandharpur and Pandharpur-Sangola Railways, aggregating 50 miles in length, were started by me. Very little metal breaking was done. We also started constructing two large tanks.

Well, after opening the works?—I drafted men to these large works from the small scattered works. It was some time last year in March.

When you closed the small works and drafted the men on to larger works, did you lose a large number of your people?—No, not a very large, only a certain number.

Did any measures taken by you tend to reduce the numbers?—After the opening of the kitchens the children kept away and also some of the parents, and this did tend to decrease the numbers.

How do you account for that?—The people at first sent a large number of children to the works, but the kitchens were unpopular at first, and as soon as kitchens were opened and the children were fed instead of being paid in cash, they did not send the children. I am not quite sure, but I think I am correct in my surmise.

Is that idea held by others?—Yes, I think so.

Did you fix any limit in fining the people?—We generally fined them down to D wages, and occasionally below, but that is only in most obstinate cases, when we tried to bring the people to their senses. It was always done under my own orders. We seldom went below D.

(Mr. Higham.)—When did you go to Ahmednagar?—About the 20th November 1897.

When at Sholapur you were in charge of Railway works?—Yes, I was in charge of the Barsi and Sangola Railway camps.

Were they large camps?—Yes, at Barsi road I had about 8,000 workers and about 1,600 children in one camp.

Had you any other works besides this?—Yes, some others.

Any piece-work?—Yes, on the canal works, but not on the Railway.

How did you get on with the piece-works?—I had not much chance of giving them a fair trial, owing to other ordinary famine works being in the same neighbourhood.

Can you tell me when they were introduced?—I forget the date, but late in the famine.

Did the people stay when you introduced them?—On the Mhaswad tank work they would not stay, but there were, however, other small works where they worked on.

I see you classed your men in Sholapur as A and B?—Yes, but we had C and D also: C were mostly weavers.

Do you recommend having C and D in future?—I understand you to say that we should have classes for weakly people, if so that is exactly what we did in Sholapur, and I would recommend it in future.

And so you think we require the other classes?—Yes it is necessary. We have the carriers, the diggers, and so we must have classes to suit them.

Did you begin with kitchens?—No, they were introduced in April 1897.

When you had the kitchens ready, you made the children go to them?—Yes, partly; we had separate kitchens for them in many cases, and we made the children go there.

Were the children allowed out?—Yes, during certain hours, not all day. During the feeding hours, i.e., when their parents were having their food and recess, they were always allowed out.

You distributed food along the line; did you find that render the people reconciled to the kitchen?—Yes, the people liked it I think, and it caused less confusion on the works.

I think, however, the people did not object to it?—No, they did not.

With regard to D, I understand you propose that the Public Works Department should have the entire management?—Yes, that is my opinion.

You do not propose that the Collector should be responsible for the management of the camps? I think Mr. Davidson has proposed that?—I think the Public Works Department should have the whole management.

You mean that special Civil officers should be under the Executive Engineer and that the Executive Engineer should have the sole management?—Exactly so.

To what extent did the Civil officers support their native subordinates?—In every way.

Have they power to punish Public Works Department officials?—Oh no, they have no power to punish the Public Works Department officials. If they saw any irregularity, they would report the matter to us—(i.e., Public Works Department officials).

You mean to say that they can issue no order to your subordinates on the works?—I hardly say so. I do not think they would at least. I do not think they have done so in any case.

What subordination do you object to? Do you object to the wording of the Code?—Yes, there has been always some sort of friction between the subordinates of the Civil Departments and the Public Works Department subordinates.

Is it the practice for the Collector to interfere with the Executive Engineer's management of the works?—No, not at all, at least in my district.

Can you tell on what points the Civil officers have differed from you?—Well I think there was some difference of opinion as to who should be classed working children and who should not be so classed.

(President.)—The Executive Engineer wanted to get rid of small children, and I think the Civil officers wanted to get rid of them as well?—Yes, Sir.

(Mr. Holderness.)—Have you any works still open at Ahmednagar?—No, I opened one work the other day, but that was in connection with "Plague relief work," for people thrown out of work on account of plague. I started piece-work, and they all left; I may have to open them out any day. I am told by Government to be ready.

Was piece-work liable to a minimum?—Yes.

Were the wages liberal?—Yes, I think so; they included Sunday wages. I had about 300 people.

Do you think you could have continued the work if ordinary task-work was given to them?—Yes, with kitchens and Sunday wages.

So you think people still require the works to be kept open?—I can't say, but I am prepared to go on with the works; in fact as I have just said, I am warned by Government to be in readiness to start them again.

How would the necessity for such re-opening be judged?—That is the duty of the Collector.

In the works at Sholapur, was residence made compulsory?—Yes, to a certain extent. Every one was taken on as they came and were told to stay in the camps. But the people preferred working close to their villages.

When did you start huts?—We had a few huts at first, but increased the number when we began railway work. It was then that we had everything on a proper footing.

When did you open the Barsi Railway works? I think residence was compulsory there?—Yes, residence was compulsory. The Barsi Railway works were opened at the end of March 1897, and I think it is still going on.

Any rain during that period?—Yes, once or twice. We had once as much as ten inches of rain in one day.

Did that lead to any decrease in the number of workers?—I can't say, but I do not think to any great extent.

How many were working then?—About 43 thousand.

What did they dwindle down to?—I can't say; many left us when they were drafted away from the Sholapur works to works in the Poona District and other parts of Sholapur.

What happened to the drafts?—Those that remained were provided with work on the "Patri Tank," the others who left, I think, went to their own districts.

Did they get home?—Yes, I think so, many of them came from 50 to 60 miles.

Do you think kitchens are expensive?—I have no figures or data to go upon; the Collector will be able to supply them.

(President.)—Won't that come within the authority of the Executive Engineer?—Yes, but that portion of the work was done by the Civil officers, who were sent to help us.

(Mr. Holderness.)—You say that the majority of the people were fined, and classed D: what was the reason?—We found the people very obstinate.

Was the initial classification of the people done by the Civil officers? Did you alter it?—Yes, the Civil officers did it, and we generally allowed their classification to stand; however, in some cases we had to reduce the A class, but the majority were B class.

What is the difference in the work required of these classes?—B is three-fourths of A C is half of A, and anything below C was put down to D.

Do you think people availed themselves of the works offered more readily during this famine than they did in 1876-77?—Yes. They came readily to the works as soon as they heard that works had been started.

Was the distress during this famine as severe as the last one?—I had just joined the service then, and so I cannot say much on the point, but I think in 1876-77 the distress was less general but more severe.

Did you notice emaciation similar to that of 1876-77?—Oh, no.

You think those people who stayed in residence in camps had good physique?—I should think so; we had the District Medical Officer always travelling with us, and he always gave us his opinion.

You think that these people could live on the D scale or even lower than that?—I am not sure. I do not suppose they had other resources, and many of them received D wages only, and did not appear to suffer.

You remember that "the Temple wage" was introduced in 1876-77; can you say if that had the effect of reducing the number?—Yes.

Up to that was the attendance large?—I forget exactly how things stood, but I am sure it had the effect of reducing the number.

Was it after this that the people got worse in health and death occurred more frequently?—I can't say. I understand during the last famine they had two or three bad seasons previously and that tended to make the famine severe, but such was not the case during the present famine.

Mr. C. N. Clifton.

26th Feb. 1898.

Mr. C. N. Clifton.

26th Feb. 1898.

Do you think the programmes of the Sholapur and Bijapur Districts as regards relief works satisfactory?—They require improvement.

In what respect?—I would go in for irrigation and large tank works.

But they would be expensive?—Yes.

The capital outlay would be large?—Yes. But we have two or three in the Ahmednagar District.

I think they are financially successful?—Not so far as I know, but they do an immense amount of indirect good.

Do they pay working expenses?—I believe the Nira Canal does pay the working expenses.

(*Mr. Monteath.*)—Did you pay the people their wages daily?—No.

How did you make advances?—As a matter of fact advances were made to the people as they came on by the Civil officers who had authority to make the necessary advances.

Was not the classification of the Civil officers provisional?—Yes, it was, but they generally put down too many people in A class, and we had to cut it down.

I understand the classification was accepted provisionally?—But we had to reduce the classes from A to B in some cases.

(*The President.*)—Have you any experience of the Bhils of Ahmednagar?—They are Kolis, but not aboriginal hill tribes. My assistant says he has had no trouble with them.

Were not the relief works in Sholapur stopped in October or November in consequence of some orders?—We kept our works on, but the people dwindled away. The big tank works were kept on, and most of them went there. The piece-works have all been stopped.

Can you give me the number of them?—No, Sir.

Had you any weavers under you?—No, not under me. There were a few of them I think under the Executive Engineer, Sholapur District, and they had huts and camps. Mr. Wier, Assistant Collector, obtained work for weavers in their own line.

(*Mr. Holderness.*)—Did you change the rate of payment with regard to the work done by the weavers?—I do not think so, we made no change at all. They were classed and paid as C.

(*President.*)—When did the labourers on relief work generally cook their food? Once or twice a day?—I think once a day, and once in the night, during the day they ate what they had cooked overnight.

At the Council Hall, Bombay.

TWENTY-THIRD DAY.

Monday, 28th February 1898.

PRESENT :

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.

MR. T. W. HOLDERNESS, C.S.I.

MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

THE HON'BLE MR. J. MONTEATH, C.S.I. (*Temporary Member for Bombay.*)

MR. H. J. MCINTOSH, *Secretary.*

MR. R. P. BARROW, Collector of Thana, called in and examined.

Mr. R. P. Barrow.

28th Feb. 1898.

I put in a written statement of evidence.

I was on famine duty in the Bijapur District as an Assistant Collector from the middle of December 1896 to the end of October 1897. I was in charge of the Bijapur and Bagevadi Talukas. In December 1896 I arrived in India from long leave in England and proceeded directly to Bijapur, a district which was entirely new to me, since the greater part of my service has been spent in Sind. I have no personal knowledge of the events leading up to the recognition by Government of the fact that famine was imminent, and on arriving in Bijapur I found relief works already in progress.

(a) I know of no real departures from the provisions of the Bombay Famine Code during the late famine. Not all the machinery of the Code was set working, because the conditions of the district made some portions unnecessary. Thus we had no special relief officers (section 49); no poor-houses proper (Chapter 8); we gave no semi-gratuitous relief to weavers (section 151); and no forests were utilized, the reason for the latter being that no forests existed in my charge.

(b) The measures adopted met with signal success so far as they relate to the relief of distress and the saving of human life. I know of no instance in my charge of death resulting from starvation, nor of death directly traceable to insufficient nourishment. The mortality was somewhat above the average towards the end of the famine (I cannot give any figures as I am no longer in Bijapur and have no papers to consult), but that was only to be expected after the strain of the famine. I believe that no cases requiring relief were overlooked, except possibly, in the earlier days, some of the unfortunate *parda nashin* women who were deserted by their male relatives and who were too proud or too timid to ask for assistance. These all obtained relief in the end, but some of them I think had a very hard time at first. On the question of economy I must speak with less assurance. The relief works as a whole were, I have no doubt, carried out at the least possible cost consistent with the granting

of relief to all who needed it, but it seems to me there was sacrifice of economy when so much labour was employed for turning out tons of metal, a great part of which will never be utilized and will be lost sight of in the course of time. The cost of gratuitous relief might be lessened by a change in the system of distribution; it is inevitable that when the officers in charge, European and Native, are anxious that no single case requiring relief should be turned away, a good many who do not require it should obtain it.

Finally I think it is open to question whether economy is best served by the State relieving parents from the necessity of providing for their young children. In ordinary times this is a burden which a man bears as a matter of course, and it may be argued I think that in times of famine, provided work is made available for him, he should continue to bear that burden. If my recollection serves me aright, Mr. Muir-Mackenzie, the Survey Commissioner, drew up a rough scheme providing for this matter, but I cannot say whether it met with approval.

(c) With all deference to the opinions of those who have more experience than myself of the difficulty of supervising relief works, of the ways of the people and of the needs of the country, I believe that at a comparatively slight increase of cost much useful work might be done by relief workers. That it is cheaper to pay a little more and obtain a serviceable article instead of a practically useless one is a truism. In my own charge there were three wants—roads, tanks, and wells. The tanks were urgently required in what is known as the Don valley, a most fertile tract, but one in which the people could scarcely ever obtain good drinking water. The Local Boards will in the course of time—a very long time—probably construct the tanks, but they are at present able to do only a very little towards it every year. The wells are required for irrigation, and should, I admit, be sunk by the landholders, and the costs might be recovered from them if Government did the work for them. Large relief works, so far as my own experience goes, usually employ two or three thousand persons at least, and the following suggestions for their profitable employment are I

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think quite workable. On the opening of a large relief work all comers should be set down to road-making or metal-breaking, as the case may be. After the work has proceeded for a fortnight or so and the Engineer in charge has the workers in hand, a gang of say a thousand should be told off to work through the taluka, making a tank in each village requiring it. This gang would of course be supervised by a competent officer, and their work would be constantly supervised and inspected by the Executive Engineer. Other gangs of say a hundred each to be told off under a subordinate to sink irrigation wells in the land of such landowners as wished it, and the cost of the work to be recovered from the landowner in exactly the same way as a takavi advance. The remainder of the relief workers would break quite as much metal as would be required for the making of new roads and the repairing of old ones; if not employed on metal-breaking they would be at work on construction of roads. The only objections to this scheme which I can see are (1) increased cost of supervision, and (2) the State would be undertaking part of the work which should be done by Local Boards: and neither of these objections have much weight.

In the matter of gratuitous relief my experience is that many persons not really needing relief but who manage to have their names placed on the dole register refuse cooked food although not too proud to accept a grain dole. When the Bijapur so-called branch poor-houses (really kitchens) were opened there was an immediate falling off in the numbers relieved. In the early days of the famine, when the names of persons are being entered in ones and twos on the dole register, the grain dole is the only system which can be economically worked; but as soon as the registers contain twenty names, groups of four or five villages might be taken and a kitchen opened in the central one. At this kitchen cooked food would be given to the dole recipients of the group; the aged and infirm might be brought to the central village and required to stay there, as there would certainly be sufficient room for them, while if necessary sheds might be erected for them.

(d) If questioned I may perhaps be able to say something with reference to the "distance test." Such a test is practicable at the close of the famine, and under the name of "drafting" was successfully put in force by the Public Works Department, in my charge, when the prospects of the coming season were fairly well assured. But in the earlier stages, I consider such a test most unadvisable. An example of this is to be found in the closing of large works in the Bijapur Taluka in the early part of 1897. I subsequently, with the Commissioner's permission, opened a small relief work which rapidly developed into a large one and which was finally replaced by a large work about a month before the end came.

The provisions of section 87 (b) of the Famine Relief Code are salutary if enforced from the beginning of the work. Their enforcement indiscriminately when the work has been long in progress and the people are more or less affected by the unusual conditions under which they have earned mere subsistence for some time previous is not advisable.

(President.)—You are a member of the Civil Service?—Yes.

What talukas comprised your charge?—Bijapur and Bagevadi Talukas of the Bijapur District.

Did you commence the works?—No, the relief works were in progress when I took charge.

What did the works consist of?—When I arrived first there were two large works in the Bijapur Taluka, road works and metal-breaking. Works commenced in the Bagevadi Taluka somewhat of the same nature.

Were they in charge of the Public Works Department?—Yes, entirely.

What work did you take up?—I had generally to visit large relief works and give my attention particularly to the gratuitous distribution of food.

Was that before the Circle Inspectors were appointed?—They had been appointed but had not come.

You had charge then of the whole work of the Circle Inspectors of the two talukas?—Yes.

You found that you could supervise that amount of work?—I did it quite easily.

Did you find the need for a special relief officer?—Not special officers of the Code—I do not think we should have much use for them even if we had them.

Did the Circle Inspectors work well?—No, they were not sufficiently intelligent for the work they were intended to do. We wanted a better class of men for registering, classifying, etc.

What pay did they get?—Rupees 12 and Rs 15.

How many of them had you?—Very few. We had 8 extra Circle Inspectors for each taluka.

What was their duty under the Code?—To discover the amount of distress in villages, to supervise gratuitous distribution of relief and to send to work all who needed relief and were able to work.

How many villages in a taluka?—One hundred and one in one and 103 in the other taluka.

Then they had 12 villages each?—Yes.

You said their pay was Rs 12 to Rs 15?—Yes.

Mr. Monteath remarked: I think it is Rs 20 to Rs 25 with travelling allowance.

(President.)—When did the grain relief begin?—I think it was in the middle of December.

Was the grain relief strictly confined to the classes mentioned in the Code?—We tried to do so.

Did any classes who did not come within the Code but deserved it, get it?—I do not think any class of persons was left out. No, not even the *purda nashin* who were at first too proud.

Nursing mothers and women in an advanced state of pregnancy did not come to the "dole"?—Some were removed from the works to the dole; women whose husbands had left them shared in the dole.

When you removed the nursing mother from the works to the village dole, what became of her children?—They generally accompanied her. We sent her to the nearest village dole.

Did you see any case of death from starvation? I suppose such cases are very rare?—I have never heard of any such case. In the Thana district where I am now serving I have heard of one or two cases among the hill tribes.

Did you not see any cases in Bijapur?—No.

Any cases of bowel-complaints or "diarrhoea"?—Not many. But I think such deaths were really due to cholera, which is often prevailing in the villages.

Mr. Pansé said in his evidence that he observed at Bijapur a considerable increase of beggars when the small works were stopped?—Yes, a great many *Lamanis* were observed begging, but it was not on this account only that the relief works were started. A great many other people also came which necessitated works being opened close to their villages.

Did you resist that?—Yes, for a long time no work was given to them at all; then it was proposed to send them to Belgaum on the Taoshi Tank works; it was with the idea of inducing them to go there that the relief works of Bijapur were stopped; many of those that were drafted there returned finally, saying that they would not go and that their sufferings were great. Small relief works were opened which developed into large works.

How long did these works continue?—Till the rains commenced.

Do you think that if you had obstinately resisted them they would have gone to some work?—Perhaps some of them would have waited up to the last and then walked up to the works in an emaciated condition to die.

Do you think in case of another famine the policy of having a few large works in the district would be safe?—No; judging from my experience we should want one to each affected taluka.

That would mean for every 10 or 20 miles?—Yes.

Have you any idea as to why the middle class man was unwilling to go out of the taluka?—One reason was the ineradicable desire not to leave home; another reason is, I think, he knows that if he holds out long enough he will get relief in his village, rather than be allowed to starve.

Have you any idea of the loss of cattle?—Yes, I think the loss is very heavy, some 50 to 75 per cent.

Were many of the people who attended the relief works owners of cattle?—Yes, I should say late owners.

When they went to the works you think that they lost all their cattle or did they make any arrangements?—I think most of the cattle had died before the relief works were open.

Mr. R. P. Barrow. You think people knew how much they ought to get?—Yes, most of them knew.

Were the relations between the Public Works Department and the Civil officers friendly?—I never saw anything to the contrary; they always worked in perfect harmony.

Any difference of opinion?—Practically the Public Works Department consulted Revenue officers. I however knew nothing about such consultation; it was carried on with the Collector direct. I received my orders from the Collector direct. The Public Works Department did not like the special Civil officer to be independent of them.

What is your opinion about him?—I would keep him as he is.

(*Mr. Monteath.*)—He is a Revenue officer; he reported things?—He reported sometimes unnecessarily.

(*Mr. Bose.*)—Did he report to the Collector direct?—No, through me.

(*President.*)—The report sent to the Collector was sent to the Engineer also?—No, not unless there was anything in it requiring the attention of the Public Works Department.

What sort of things did they generally report?—They were keen about reporting delays in payments. In one case the cashier had died of cholera and so there was a delay in payment and the Civil officer reported it; if he had only inquired into it, there would have been no necessity for a report.

Any other class of complaint?—Occasionally I heard of bickering between Civil officers and the Public Works Department subordinates.

(*Mr. Monteath.*)—I think Civil officers complained of the delay of bringing people on the muster?—That was in the beginning; I do not remember instances of that kind.

(*President.*)—Who were the paymasters?—The Public Works Department cashiers.

(*Mr. Holderness.*)—Were not works chiefly road works?—Yes.

Do you think it worth while to have one or two big useful works in the centre of 3 or 4 villages and admit to it only such people who can show good reasons for not leaving home, but still strong enough to do some work—these people to be admitted by the order of the Circle Inspector?—I doubt whether we could have any good supervision over such works. Certainly, it is not advisable to give such powers to those in Circle Inspector's grade.

Circle Inspectors will be supervised by Sub-Divisional officers?—It will be very hard to select the men for such works, and it will be absolutely impossible to supervise the work done.

Can't we take 12 villages in a group and have tanks in one village and another?—That could be done as I have suggested.

I mean to say that if you want to deal severely with the people we must make the ordinary coolies, who have nothing to do at home, go to the relief works and allow people who have good reasons to stay near the village to stay on and start works for them in each circle?—Possibly it would do, but it seems to me that persons whom you propose to live in the village are unfit for work; if they are fit they have nothing to keep them back in the village in days of famine.

They may have cattle or dependants to care for?—No. It has not stood in their way up to now; they have left their dependants to be looked after by us.

You say in your printed note that you think it is an open question whether economy is best served by the State relieving parents from the necessity of providing for their young children. What system have you in your mind?—The parents should be forced to earn sufficient to maintain them; we should have a minimum and a maximum scale.

Are there good tanks in your district which give good drinking water?—Yes, there are some.

In black soil land?—Yes.

You say making wells is the work to be done by small gangs. What number will you have in each gang?—Well, I would employ 40 or 50, and supervision left to the man who has to pay for it.

You will get sufficient workers?—Yes, I think so.

Of what are you thinking, when you say at the end of your note that the provisions of section 87 (b) of the

Famine Relief Code are salutary, if enforced from the beginning of the work?—There was an instance in which it was found that the people were not doing anything like the amount of work which they could have done, and it was supposed intentionally; in order to induce them to do their task it was directed that they should be paid according to work done and accordingly they were paid below the minimum wage, but this order was not in force from the beginning.

(*Mr. Monteath.*)—On the test work I think it was enforced?—I did not see any test works after I came.

(*President.*)—Can you give us your experience about the minimum wage being sufficient to keep the people in a satisfactory state of health?—The D wage keeps them fairly well; they have nothing to fear.

A great many were on the minimum wage?—Yes.

Do you think that they had anything else to supplement it?—Many had. I tried to find out about their stock but I could get no information. I always thought they had some supplies with them.

How did you make your payments?—At first once a week and subsequently bi-weekly.

On market days?—We paid them just before the market day.

Do you see any advantage or injury in making the payments once or twice a week?—No. I do not think there is any.

Were road works new roads or repairs?—Repairs made to get old tracks in order and make new roads of them.

Did the repairs take the form of metalling and raising?—Sometimes.

Do you think that any work of permanent value was done?—Not in all cases.

Have you got more metal than you have need for?—Yes.

Have any large tanks been made in the district?—No. The only large tank that I know of is the one at Arishankar, which has just been commenced.

The Commissioner has sent a list of 14 road works. Will it represent the works open at the time?—No, there will be other works besides.

Would this list represent the number of works open at the time?—Yes.

You think 14 would be sufficient?—I cannot say, but if those allotted to Bijapur and Bagevadi Talukas were carried out they would be ample.

Was residence made compulsory?—Not at first but subsequently it was, about March or April.

I suppose you had hutting arrangements for them?—Yes, there were enough of huts.

Was it enforced in practice?—Yes.

Did the reduction commence on your enforcing residence?—No, I don't think so.

Did the people object to residence and ask to go home?—No; some of them were quite comfortable.

Did you think they kept their health in these camps?—Yes. In the end they looked a little tired but their health was good.

What classes were chiefly supplied with labour?—There were a great many, Mahars, Mangs, Musalmans.

Would they be agricultural labourers?—A great many of them were.

Any petty cultivators?—Yes, there were not many of them in the taluka, but a fair number of petty cultivators went to the works.

What became of their cattle?—Many died; others were sent in large droves to Malad in the Dharwar district, where there was grass.

When the rains came did the people live in huts?—Yes; but it was very hard on them. I do not think they complained much.

Had you a staff of village servants?—Yes.

Did you give them doles?—Yes, in order to keep them in the village and get the village work done—a certain number of them are required, generally 2, sometimes 6 or 7—I gave them the dole.

Were they all Mahars?—They were Mahars, Mangs, Talwars, and Valicars.

Are they not usually paid in kind?—Yes: but their crops had failed and so we had to feed them.

No special small works were open for the benefit of these people?—No.

Were not advances for land improvement given?—Yes, large amounts of takavi were given which were employed mostly in sinking wells, and the works started with this advance employed a large number of coolies.

In engaging this labour do you think they gave preference to friends and relatives?—They got the work done as cheaply as they could.

Were these advances on the whole properly employed, i.e., spent for the purposes for which they were intended?—A portion of it, about 3rds, was properly employed.

Were they successful in sinking wells?—It was very rarely they failed.

Are these wells useful?—I should not like to say that they will all be useful. Many men are too careless to maintain their wells when the rains are favourable, and allow them to fall into disuse and be filled in.

On the whole advances were well used?—Yes.

Why?—The man receiving the advances engaged a number of men who otherwise would have gone to the relief works.

Are the petty landholders in debt?—I don't suppose they are more free of debt than others in other places.

Can you tell me if any special orders were issued suspending land revenue?—The order was to collect without troubling the people who were in distress and not to put stress on those who could not afford to pay.

How would you distinguish?—As far as I remember a person who owed land revenue was asked to pay it, and if he could not no action was taken against him.

Was it on the system "failure of crops"?—No, for failure of crops was universal.

Do you know if a large amount of land revenue this year has been collected?—About 3rds have been collected.

Do you think special relief to weavers is necessary?—It was not necessary in my charge. We had a few weavers; we gave them great assistance by buying cloth from them for charitable distribution.

Can they manage to do the ordinary work?—Just like others they gradually got used to the work.

Did you place any on the dole register?—Yes, some got allowances from the Charitable Relief Fund.

Did the people get advances to make tanks?—No, only for wells.

Do you think tanks would be useful?—Yes, for the people of the village.

Would it be possible to give advances to small landlords to make tanks and Government bear a portion of the cost?—I think it would be advantageous.

Do you think they would combine?—They combine now and subscribe to the Local Boards to make tanks.

You describe in your note branch poor-houses as kitchens; the numbers on the dole register were large and people were reluctant to take food; then who went to the poor-houses?—Only those from the villages who were on the dole register before kitchens were substituted for the dole, and those who were reluctant to go to the kitchen from caste reasons were relieved from the Charitable Fund.

How many kitchens had you?—Eleven in all—six in one taluka and five in the other.

Will you do it in another famine?—Yes.

Did you apply the distance test?—Not exactly; we had people from the Bijapur District and the two talukas. I was in charge of works in my talukas.

Had they to go far?—In Bijapur about 15 miles, and when they were drafted to Songagi Tank, 40 miles.

What was the result? Did the people go?—People left the works when drafting commenced. They preferred staying nearer home, but a certain number went to the large works.

In the earlier stages was drafting a failure?—Yes, in Bijapur it was.

You re-opened the works?—Yes.

In calculating wages on grain, what grain did you take?—*Jowari*, second class.

Was there cheaper grain in the market?—Yes, *ragi*.

Box

Any cheaper class of *jowari*?—Well, I think we could have got very poor old *jowari*, but that would have been unsuitable.

You think the kitchen better than the grain dole?—Yes, people are willing to take cooked food. I mean those who really require relief.

They got their dole by distribution?—Yes.

It has been continually said that only certain classes of people went to the kitchen. Do you think this had anything to do with caste prejudice? Would you suggest giving separate rooms, separate cooking utensils, to separate castes?—If we had them in large numbers possibly we might be able to arrange.

(*Mr. Holderness*.)—Was the dole given only in grain or was it accompanied by other items, such as oil or ghee?—Yes. We gave them dhal, salt and spices.

Did you give them any vegetables?—No, except perhaps chillis.

Were the branch poor-houses in the centre of the village.—Yes, usually.

(*Mr. Bose*.)—I understood from Mr. Panse that the branch poor-houses were centres intended for people who were unable to walk?—No, not in my taluka.

(*President*.)—In other villages where kitchens were not established the grain dole went on?—Yes.

I suppose the kitchen is more expensive than the dole?—Yes.

Do you think that the number of people gradually increased when kitchens were opened?—I do not think so; the number of beggars may have increased, but that could not be very large—120 at the most.

(*Dr. Richardson*.)—I understand there was large mortality. Was it due to any particular cause?—Yes. Cholera broke out amongst the gangs and the people ran away to their villages and made matters worse. There were several concealed cases of cholera in the villages.

What was the average strength of the gangs on any one large relief work?—About eight thousand to ten thousand on the Bagevadi relief works, distributed over a considerable number of miles, two or three thousand in a gang.

Did they disperse when cholera broke out?—Yes, we removed our camp.

Was the large mortality due only to cholera?—I can't say; it may have been due to other causes also, bowel complaints.

Was there any difficulty in getting vegetables? Did the people get sufficient vegetables?—We had great difficulty in obtaining vegetables; I myself got none.

Did this in any way affect the people?—I do not think so; people kept fairly good health, but looked tired.

Did you notice scurvy?—No.

Was the medical staff sufficient?—There was a scarcity of Hospital Assistants.

Do you think the minimum wage sufficient to keep people in health for a long period?—I cannot say; it is sufficient to keep them going and in fair health.

It does not leave any margin?—I think not.

How long do you think they could keep on? Say 3 months?—No; 10 to 12 months.

(*Mr. Bose*.)—Why was metal-breaking carried on on such a large scale?—Because the Public Works wanted to keep these people engaged and thought that the metal would be useful in future.

Were there any other useful works?—I did suggest tanks.

Could they have not been taken in hand at once?—No; plans and estimates were not ready and so they were put on metal-breaking. There is nothing in the Code under which we could induce the Public Works Department to take any kind of work.

Would you recommend children being fed in the kitchens or paid in cash for subsistence?—If the children are fed in the kitchens the parents will have to do their full share of work, but if cash is given the parents have sufficient to feed the children on and have something to spare.

You would not give anything to the children?—I would add children's extra wages to the parent's earnings.

(*Mr. Monteath*.)—Most of the poor-houses were in Bijapur, were they not?—Yes.

Mr. R. P. Barrow.

28th Feb. 1898.

Mr. R. P.
Barrow.
28th Feb.
1898.

Are you aware that there has been up to now a great demand for metalled roads in the Bijapur District?—Yes, the idea was to have the roads metalled, as they were in a very bad condition, and it was proposed that Government should bear half the cost and the Local Boards the other half.

In these circumstances do you not think there is a demand for "metal" in the Bijapur District?—Yes, I think so, but what I meant to say was that the stock was in excess of the demand.

Are you not aware that projects for large tanks were condemned as unsuitable?—Yes, but I was thinking of irrigation tanks or wells.

Do you think your suggestion to have gangs told off to sink wells in the land of landholders who wished it, a fair one?—I think there would be no objection to "advancing labour" instead of money to the landholders who require it.

Don't you think the landholders could manage it cheaper?—Possibly.

A great many people work at the works themselves; would there be any objection to a "takavi" advance being spent for the support of the man who works himself? Would you call that misappropriation?—No; but if the money was spent for marriages or other ceremonies, I think I would call it misappropriation. I know a case where the advance was paid to a spiritual adviser.

You say a large proportion of the cattle died before relief could be afforded?—Yes, I believe it was the case; a great many died in the beginning of the famine.

Were not a proportion of the people on the works Mahars who live from hand to mouth?—Yes.

They had no other resources?—No.

Could they live on D wages?—Yes, to a great extent, but the D wage left no margin.

Have you heard of people purchasing damaged grain?—Yes, I have heard of it.

(Dr. Richardson.)—There was a suspicion that there was something behind?—I think so.

Mr. W. D. SHEPPARD, Acting Collector of Kanara, called in and examined.

Mr. W. D.
Sheppard.
26th Feb.
1898.

I put in written answers to the Commission's questions.

1. Bijapur District.

Population 700,000 to 900,000.

2. Total failure of both kharif and rabi crops.

3. (a) Usually there is a fair kharif crop and a good rabi. Last year both crops failed. The total outturn from the area watered by rivers and wells was only sufficient to feed the whole population of the district for three weeks.

(b) Prices much higher than usual, but not so high as in 1876-77.

In Bijapur ordinary price of jowari 72 lbs. per rupee, in famine 15 to 20 lbs.

4. Since 1892-93 the seasons had on the whole been favourable.

5. General population ordinarily well off, i.e., able to obtain a living.

6. Entirely dependent on timely rain. Heavy rainfall not necessary. Irrigation facilities nil. District liable to drought.

7. Fifty per cent. of the population has no reserve of money or food. These are mainly Mahars, Mangs, Lamanis, Dhangers, also many Mussalman and Lingayat agricultural labourers.

8. The extent of the distress was not less than that of 1876-77, and the severity would have been much the same but for the new railway and, improved means of communication.

A scarcity occurred in 1891-92, with the details of which I am not familiar. It was comparatively slight.

9. The distress was never under-estimated, and assistance was given in good time.

10 & 11. Figures not available.

12. I feel certain that some people must have received relief who could have done without it. They were glad to come to the works because near their villages.

13. When the drafting system was in force in the north of the district and the people refused to be drafted more than a certain distance, there were some who required relief and yet would not go to the works. They suffered until admitted to a poor-house or small civil works.

14. I think not.

15. I consider highly successful. I do not think the actual mortality was in any way due to want of relief measures. No deaths from starvation were reported, and I personally was never aware of any.

16. Drafting in the north of the district caused a fall in the numbers and some persons in need of relief consequently went without. The drafting did not bring fresh people on to the works as far as I know.

17. I believe not.

18 & 19. Work was required from all able to work.

20. Yes.

21. Figures not available.

22. I think I am justified in saying that the workers very rarely did their tasks properly. At first they were treated easily on account of not knowing how to break metal, and as the famine increased the supervision became less effective owing to want of capable men. The workers took advantage of this and did as little as they could.

The actual work done has probably not been a full task, in the sense of being a hard day's work.

23. I consider that residence on a work can be enforced without difficulty if it is not more than, say, 15 miles or even 20 from the workers' homes. Near the workers' homes it is difficult to enforce it.

24. Figures not available.

25. The people came willingly and with eagerness. They were clamouring for work from the middle of October and were anxiously waiting to see what would be done. They were excited owing to prices rising, and feared they would starve if Government did nothing.

27. At first by doles of grain in the villages, later on by cooked food either in central poor-houses (where residence was enforced) or branch poor-houses (where it was not) and which were simply kitchens.

28. The supervision was very effective, and I think only persons who were only in real want and who belonged to the specified classes received relief.

29. I do not think that the gratuitous relief was in any way excessive or demoralising. It was exactly what was necessary and desirable.

30 & 31. Figures not available.

32. I think that all classes will speedily recover their former position.

34. Yes.

35. The village officers and Circle Inspectors can give the information.

36. Yes.

37. I think so.

38. I cannot say. In Bijapur there was a total failure of crops, so the risk of error was practically nil.

39. Metal-breaking along roads (large relief works).

Special repairs to roads and tanks (small civil works).

Gratuitous relief in villages.

Gratuitous relief in central poor-houses.

Gratuitous relief in branch poor-house.

Charitable Relief Fund.

* The numbers refer to the questions drawn up by the Commission.

40. I resided ordinarily at head-quarters (Bijapur) and held no Revenue Famine charge. I had the supervision of a few miles of road (large relief works) near Bijapur. Also managed the Bijapur poor-house. Controlled the grass imports and was Chairman, Executive Committee of the Charitable Relief Fund. Was Personal Assistant to the Collector (section 32 of the Famine Code).

53. They would all be useful if maintained, but they cannot be maintained owing to the poverty of the Local Board. Some of the work done will be permanently useful—such as the improved alignment of roads, and some portion of the metal collected will be subsequently utilised, but by no means all.

54. I doubt if there is much room for new roads.

55. It gives immediate employment to enormous numbers of people, and under effective supervision each man could be made to do a full task. Other forms of labour would present greater difficulties.

56. Yes, very largely.

57 (I). Objectionable as being so near the village unless special arrangements are made as to admission to the work.

(II). Very doubtful. Excavation is not permanently useful and embankments in many places would do no good. The most serious objection is the fact that in seasons of drought the tank would receive no water, and however well made would be useless.

59. Supervision would be difficult. Admission might easily be refused to all except those selected by village officers and approved by Circle Inspector. These men could be weeded out, if necessary, by the Relief Mamlatdar or Assistant Collector or by a special Civil officer appointed for a number of tanks.

60. Very few tanks have been touched. Two large projects are available, and I imagine many small ones.

61. None in Bijapur, as far as I know.

71. (a) They will go a very long way even though it is necessary to walk both ways each day—certainly 8 miles and perhaps as far as 12.

(b) I think 15 to 20 miles would be a satisfactory distance. The workers would feel that they could get home in a day if necessary, and they would probably utilise the weekly holiday fairly often for this purpose. On the other hand, they probably would not leave their homes to live in temporary huts on work at this distance without really being in want.

72. I should certainly recommend it.

73. I believe that the people would sooner die than go, unless the conditions of employment were very favourable.

74. In practice it could not have been the rule, because the hutting accommodation was almost always insufficient.

75. Residence has occasionally and especially at the close of the famine been made a definite condition of relief.

76. I should certainly make residence obligatory and ensure its being so by only admitting labourers from villages at least 15 miles distant.

I believe that when residence is not enforced the relief works attract many persons not requiring relief.

The high task and low rate of wage require more supervision than can ordinarily be provided, and consequently are most likely to be no real test at all.

77. Residence is not in my opinion distasteful to the people to such a degree as to make them keep off the works in consequence.

77A. The Lamanis (Gipsy caste) refused to go further than 20 miles west of Bijapur and suffered considerably. The women and children after a time were let into the poor-house. I think that drafting to very long distances would prevent relief from being effective.

78. I should think not.

148. Figures not available.

149. Yes.

150. Some had relations as badly off as themselves and only able to earn enough for their own maintenance.

151. Some ordinarily support themselves by begging and some live on their relations. The State must support them in time of famine as otherwise they would die.

152. They were chiefly old people. Women could go to relief works with their children. The *parda-nashin* women were not numerous outside Bijapur town and were largely supported by the Charitable Fund.

154. I should think so.

155. I should not consider it a test, but I fancy the dependants would prefer to go with their relations to being given a dole in the village and still more to being sent to a poor-house.

156. Yes, but I should send him to a poor-house. To refuse relief might drive the capable relation to the work when he was able otherwise to support himself, and supposing he still refused to go the incapable person might starve to death.

157. Yes.

158. I always understood that it was thoroughly effective.

159. No.

160. Only among the better castes.

161. I do not think so.

162. Very few.

163. I think not.

164. I think the system very good and preferable to gratuitous relief at peoples' homes.

165. Provided they get the food cooked by their own castemen. I do not think any one would object to eat it. The Lingayats showed some scruples on this account, but I do not think in cases of destitution that would long prevent them from taking the food.

166. Yes. I think so.

167. Grain or cooked food. I prefer either of these to money.

168. They either collected at the village chavdi where the food was given out in presence of the Panch, or they had to go to a kitchen for cooked food.

169. I did not hear of much malversation or extortion, nor any cases of persons paying to be put on the dole.

170. Each village had its ordinary staff of village officers, and extra Circle Inspectors were appointed who had to visit each village at least once a week.

171. Not at all, except in the case of Charitable Relief Fund.

172. The population of the Bijapur poor-house increased in July when works were stopped in the north by drafting to the west, and immediately fell on a small civil relief work being opened. It rose again towards the end of September when more drafting took place to a distant tank and fell when the rains ensured work in the field.

173. Bijapur poor-house—largely Lamanis (Gipsy caste), some Mhars, a few Musalmans, Marathas, very few Lingayats, two families of weavers.

174. Yes. No pressure would, I think, have made them go.

175. No reluctance was shown by the lower castes.

176. Mortality almost nil, one child died of diarrhoea, one man of fatty degeneration of the heart.

177. No foreigners.

178. Only a few came from distant places. One Maratha family had left their village and gone some 50 miles west and then returned and came 20 miles more to Bijapur.

179. When works were available within 20 miles, the capable persons were drafted.

180. Judging by results the ration is ample. The Doctor ordered special diet for sickly or weak persons, but very few required it.

181. When drafting persons from a poor-house to
* I do not think that this works or sending them to their homes I gave them food* for one is allowed by the Code. or two days to enable them to get there.

182. Compulsory powers are desirable. Professional beggars avoided the poor-house and fared badly.

183. It was most difficult to get work out of poor-house inmates for want of establishment.

184. No compulsion was necessary. Inmates were free to leave when they chose. Voluntary departures were rare.

193. To be a substitute for the dole in the villages, and to feed children on relief works.

194. They are useful for both the above purposes.

195. Kitchens are always preferable to gratuitous relief at the homes.

196. Only to persons known to be on the dole or to children on works.

197. Each kitchen had a store-keeper in charge supervised by superior officers. I believe they worked well and that there was little fraud.

198. By cooked food. The children were always well fed by their parents, but money payments were a very attractive form of relief.

199 to 206. Personal experience very slight.

216. The forests were entirely opened to the people. The forests had suffered from want of rain and were of very little use for grazing.

217. No.

218. Grass was sent in from Dharwar, Belgaum and Kanara, also a little from Khandesh and Thana. It sold readily in the towns but not so well in the villages. If it could have been imported in October and November it would have sold well everywhere and done more good. Later on karbi from Dharwar, which had the same freight charges to pay, competed successfully with the grass and though dearer was much more popular. In a future famine if the railway had sufficient rolling-stock and the same freight were charged (1 anna per mile) sufficient grass might be imported in October and November and subsequently sufficient karbi to prevent a good deal of mortality in cattle.

219. I do not know.

220. I have had no experience of such orphans but should expect either relations or caste-people to take them over at the end of the famine.

222. No.

223. I consider that expenditure on increased rations is generally a mistake, as the ration provided by Government is ordinarily sufficient, and it is undesirable to make the relief unnecessarily attractive. On the other hand, I imagine that most subscribers to the fund thought that their money would go principally to feed starving people. Similarly with orphans, I can see no reason why the fund should be called upon to support them when they can go either to a poor-house or works.

224. I would substitute "In supporting such orphans who at the close of the famine are left without relations or friends."

225. Yes.

226. No, I think not. The control of the funds is very largely in the hands of the officers who are working the famine, and they obviously know when one form of relief overlaps the other. The existing general order should be sufficient.

227. My experience is that all persons will accept charitable relief, and I think that shops should only be opened when there is fair reason to think that the rates are going up without reasonable cause and are likely to fall soon.

228. In Bijapur we opened a shop which attracted all the labouring classes and *pro tanto* diminished sales in the bazar. Grain continued to be imported by the local merchants, but their prices did not go down until general conditions (principally fall of rain) had improved.

229. Prices did not rise in the bazar while our shop was open. They very probably would otherwise have done so.

230. The time to give relief appears to me to be the season for preparing the land and sowing it, quite independent of the acuteness of the distress.

231. Chiefly the smaller land-owners, who have nothing to fall back on and could only sow their lands by borrowing at exorbitant rates.

232. Only when takavi is unavailable owing to the funds being exhausted and only then after the smaller men have first been assisted.

233. Yes, if funds permit.

234. Yes, chiefly in giving clothing to destitute persons who are quite unable to buy it for themselves, and

secondly in saving from starvation all the poor respectable families in the districts.

235-236. Figures not available.

237. Gifts of clothing.

238. The money doles to the respectable poor were most effective in relieving distress. The total sum so expended was not extravagant.

239. Certainly. The results of the famine fall most seriously on them.

240. The economic advantages under heads I and IV are considerable.

241. Very large, but figures not available.

242 to 247. Starving wanderers were very rare.

250. Certainly.

254. I am quite certain that the poor-house ration was sufficient to keep all classes of inmates in good health.

255. I heard of no deaths from starvation.

273. Jowari and bajri.

278. Jowari only.

279. Two a day. Jowari cakes and dhal and vegetables.

280. No complaints, except occasionally that they wanted more.

281. Figures not available. I fancy rather more than half the prison diet.

282. In Bijapur I consider they were generally reasonable and natural.

283A. Bijapur adjoins Dharwar, and the difference in prices was never greater than one expected, considering the distance between the two places.

284. Yes.

285. They sometimes had to pay higher, particularly where the local stock was small and the holders only one or two.

286. I heard that sometimes they had to pay higher.

287. Very little, and due to higher prices elsewhere.

288. I think not. The Bijapur dealers were content with a small profit per sack.

289. I believe that many grain-pits were unopened partly for fear lest there should be a second year of famine, partly because the local dues payable on opening had become more valuable and still more for fear of the opened stock being looted.

290. Private stocks were believed to exist but were held up.

291.

292.

&

293.

I cannot say.

294. Export has been stimulated by the railway and roads. I think that private trade is quite ready to import freely in times of scarcity.

295. Not more than 10 per cent.

296. From 30 to 40 per cent. were low castes and wandering tribes, and 50 per cent. agricultural labourers (Lingayats, Musalmans and Marathas).

297. There was absolutely no work for the agricultural labourer; all other labour suffered as well.

298. As far as I know all went down.

299. The local weavers must have suffered from the competition, but have, I think, adapted themselves to it.

301. There was never any reluctance to go to relief works if within a reasonable distance. Poor-houses were not liked at first.

(President.)—What office did you hold during the famine months?—I was Personal Assistant to the Collector.

What famine work had you charge of?—I was in charge of the poor-house at Bijapur. I had general supervision of the works in the neighbourhood of Bijapur, imported grass, and had charge of the Charitable Relief Funds as Chairman, Executive Committee.

You were there when famine showed the first signs?—I arrived there on the 11th November, and works were opened very shortly after that.

Mr. W. D.
Sheppard.

28th Feb.
1898.

Were they test works or relief works?—Relief works; there were no test works after I came.

In the Central poor-house which was under you, was residence enforced?—Yes.

What class of people generally resorted to it?—That class known as Lamanis (gipsies).

Did they go to the central poor-house?—Yes, they came gladly. They would not go away to the works. They were women and children; they would not go out of Bijapur. Each had four to five children; each looked starved. There were few men. They would not go to work until a work was re-opened near Bijapur. They then worked well and did not return to the poor-house.

Are these wandering tribes?—No, I should not call them wandering. They have Tandas—which is the name of encampment. They have several permanent encampments. They used to say that. If you asked them where they came from, they say from Tanda. They certainly did not starve.

Besides these, were there any others?—There were several Mhars. They were chiefly Bijapur Mhars; there were a few Musalmanans.

Were they agriculturists?—No.

What was the total number?—I think it went over 450; when the work was opened it went down to one hundred.

Were there any people of the better class?—Two weavers and some Mahrathas. For instance there was a Marhatha, a very small cultivator, with a sick wife and two or three children.

Besides these poor-houses you gave grain-doles in Bijapur?—I had nothing to do with the distribution of grain-doles. The Municipality used to give the grain-doles before the poor-house was opened. The Municipality had its own poor-house in the beginning. That was sufficient. The poor-house was not opened till July and was closed at the end of October.

When did the imports of fodder begin?—At the end of December.

Where did they come from?—From Dharwar in the south and from the north from Khandesh. One waggon came from Thana.

Was there demand for it?—The villagers did not take to it very kindly. In the town it sold well. It was not equal to the local fodder. If you had equal rates I think *karbi* was a better thing to import. There were numerous complaints against the Southern Maratha Railway as to want of rolling-stock to convey fodder. Large stocks of fodder were lying near the stations, but waggons were wanted. I think if the grass had been brought in the earlier months, say October, November and December, it might have saved mortality.

(Mr. Holderness.)—Did the Charitable Relief Fund supplement the wages of the workers?—No. There was some food given on the work to the children and sick people. The amount so spent was trifling.

Food was given to the children. Was it to supplement the cash ration?—It was never given to supplement the cash ration.

When it was given to men, was it given to the selected men who were very ill or sickly?—I suppose so. Very little was spent on them.

Referring to your answer to question 8, you say "the extent of distress was not less than that of 1876-77". What are your grounds for saying so?—I take the total failure of the crop and the total absence of demand for labour. The failure of crop this year was great. I did not see the last famine.

Did the crop totally fail?—Yes. The Survey Commissioner made an estimate of the total produce of the district. It was only enough to feed the district for 26 days.

How was the district supplied? Where did the grain come from?—From Dharwar, Hyderabad and Bangalore. It came through Sholapur. The trade in Bijapur is in the hands of sowcars or merchants living in Sholapur. They have only their agents at Bijapur.

Throughout the famine, was trade active?—I should say it was.

At that time was the district under-supplied with grain?—I do not think so. There were two places in the district, viz., Sindgi and Bagewadi, where local bazaars were in the hands of one man.

Did the Collector take any special notice of these two places?—No.

Were the prices there reasonable compared with the prices elsewhere?—I should say so.

Was there any indication of a ring?—No. The dealers were in constant communication with other places, and my impression is that they were content with very small profits. They calculated that the cost was so much per sack and put on four annas more.

The prices were not very high at the beginning of the famine in November?—Not very high. They went to five seers in the middle of November, that is 17½ lbs, and they dropped to 20lbs, and there remained till about the hot-weather. There were higher prices in the first month of this year.

Did the Municipality or Charitable Funds start any cheap grain shops?—Yes, the Charitable Fund did so.

At this time was there a fear of another famine from further failure of crop?—This was in July when there was a fear that the early crops had failed. We hoped to get grain from outside at cheap rates.

Did you buy grain?—Yes. We bought grain at Bangalore, Hyderabad, Hubli and other distant markets.

How did you buy, and through whom?—Through a merchant. He gave us rates, and we telegraphed for the grain.

How much did you buy? How much grain did you import?—I cannot give the figures just now, but I think we lost about four thousand rupees on the total sales.

Was it on a large scale?—No, not very large. The shop was open only once a week on bazaar-day.

Did you limit the amount?—Twelve annas.

Was there one shop opened?—Yes. In one place. We had six or eight men to measure out the grain and we sold tickets. The customer took the ticket, gave it to the measurer, and obtained grain.

Did you restrict the classes who were entitled to the tickets?—We did not. The local pleaders and other leading men of the town were present and issued the tickets. Every man obtaining grain had to put his hand into a pot of red dye so that he should not purchase twice.

Did you sell below the market-price?—Yes. We sold two to four pounds below. We sold *jowari* two pounds less and *ragi* 3½ pounds less.

Did the relief workers buy from the supply?—I do not think so. They were about 12 miles away.

Did the small bania try to buy?—No.

Now, referring to your answer to question 12 "some people must have received relief who could have done without it"—I suppose this is an exception?—The number was not appreciably large.

Was the actual mortality excessive?—I do not know.

You did not see the people die on the road?—No.

Were the men fined to the minimum?—Fining to the minimum was common. For some time the workers were fined below the minimum according to the work done.

Was the theory of the Engineer correct that the people under the minimum did little or no work?—Yes.

Referring to your answer to question 23, was the particular class of people who objected to residence limited?—I do not think so.

Even an agriculturist used to come?—Yes, if he could get home once a week.

A man who had cattle at home?—Yes. He would leave somebody at home. Some people were always left to look after the whole village cattle. Most of the smaller agriculturists had lost their cattle.

With reference to your answer to question 29, did you give the dole relief wholly in grain or partly in grain and partly in other things?—I never gave grain at all. I saw the dole given in two places. It was weighed out.

Do you think it was sufficient?—I cannot form a judgment.

I suppose that relief has ceased in Bijapur?—I believe so.

When you closed the relief you gave notice to the men that they would be struck off. You gave them some days' dole?—We gave them fifteen days' *jowari* or sufficient to keep them going for some days.

Was any intimation given to the villagers that the relief was to be stopped and that they must support their poor?—I do not know.

Mr. W. D. Sheppard. (Mr. Monteath.)—There was an order to the effect that all people should be warned?—I do not know.

28th Feb. 1898. Were the grass operations successful as a whole? Did they save cattle?—I think they were not very successful. To be a success grass ought to have come in earlier months—October, November and December. When it came it had to compete with *karbi* which was more popular.

When did it come in quantities?—We got it in February, March, April and May. It sold freely at R1 to R1½ per bale, and except when the bales became loose there was no loss on the sales. It was sold by me at Bijapur and Indi, and through forest depôts at five other places.

Was a good deal of grass taken by the Relief Fund?—No.

Was a good deal advanced to the cultivator as a Government advance?—No, very little, less than 200 rupees worth.

Was the rest of it sold?—Yes.

It went to Bijapur or to several places?—It went to all the stations along the line.

Was it bought by the middlemen?—No. In the town some people bought it for the cart-bullocks and milch cattle. The agriculturists did not buy it readily.

Referring to your answer to question 59 you say "super-vision would be very difficult. Admission might easily be refused to all except those selected by village officers and approved by Circle Inspector." Did you have this system in your district at that time? Did you allow the people on relief works without passes?—I do not know if they had passes or daklas to show from where they came.

In your answer to question 75 you say "residence has occasionally and especially at the close of the famine been made a definite condition of relief." Was residence made compulsory?—Yes.

Was the distance test enforced in the famine of 1876?—I have no personal experience of it. I have heard it. It was not an effectual test. They could easily change their names, and pass off for those from other villages.

The beggars in Bijapur having increased in July, they had to give up the policy of closing the works?—Yes.

Compulsory powers were desirable for compelling the beggars to go to the poor-house?—We used to find them and send them to the poor-house. They would not stay; they came away.

Did you ever try to get them with the assistance of the police?—No.

Gifts of clothing were given them from the charity fund?—Yes. A large proportion of the relief workers received clothing and all members of respectable families.

In obtaining the clothing you kept the local weavers going?—We purchased from the local weavers all the clothings except the *kambliis*.

What was the total amount of money at your disposal when you started?—Four and a half lakhs.

The greater portion went in buying cattle and seed?—Nearly three lakhs.

Was that useful?—Yes. It helped a very large number of men. The lands were fully sown.

(Dr. Richardson.)—A good deal of the extras given to the children came from the Charitable Fund. Were they given as dainties?—No.

What extras were given to children?—Fruit, vegetables and milk were given to the sickly children.

In addition to cash did they get vegetables and fruit?—The food was ordinarily given to the children in the kitchens.

Was it given on any system?—Twice a week to sickly children.

To the adults?—Only to the sick, and that was in the shape of a plate of rice.

(Mr. Bose.)—How are the children maintained? Was there any Government orphanage?—I think Government undertook to protect them; if the Government stopped the grant, then the Charitable Fund would be useful.

Do you think the charity fund can meet the cost?—I think so.

(Mr. Monteath.)—In the last famine did the Government undertake to bring grass to Bijapur?—I heard it was tried in 1876, but that it was a failure and that a large quantity of grass was brought and stocked, but nobody would purchase it.

Do you think if your grass had come to Bijapur in October and November, the people would have shown no reluctance to buy it?—Certainly.

Agricultural people also?—No, they were more suspicious. When they had run out of stock there was a tremendous demand for this grass. Our experience is that in this district they did not like this grass as long as they got *karbi*, for which there is a great demand.

It was difficult to get *karbi*?—No, they had a good crop at Dharwar. They could get *karbi* from there at one anna a mile per wagon. To bring fodder from 240 miles distance would only cost R15 per wagon: they could import it from Dharwar, Ranebenur, Haveri, and other stations between Gadag and Hubli; it is also imported from Mysore.

Was *karbi* practically exhausted in Bijapur?—Yes.

Do you think that the opening of grain-shops would affect private trade?—No, I do not think so.

Would it do more harm than good to the private trade? Did the bania ever complain of these shops?—I do not think he did.

(President.)—You opened the shops on the market day. Had that any effect on the price-current?—Yes, I think it had the effect of keeping rates down or steady.

(Mr. Monteath.)—How do you account for the high prices? Do you think the people had grain in stock?—Yes.

Did they find it to their advantage to keep the grain until the harvest would be normal?—They were afraid of looting.

MR. G. K. APTE, Executive Engineer, Bijapur District, called in and examined.

Mr. G. K. Apte.

I put in written answers to the Commission's questions.

AS TO RELIEF WORKS.

28th Feb. 1898.

I.—Extent to which works of public utility may be available as Relief Works.

*(52) (i). With a view to stop overcrowding and to avoid shifting of camps for at least a month, and limiting the number of people in a camp to about 1,000, it is found that 500 people can be employed per mile per day, on a new road with an average of 2 feet embankment covered by 1 foot murrum-surfacing. On this supposition two months are necessary to complete 4 miles of road with a camp of 1,000 people in the centre.

(ii). For a new metalled road 800 people can be employed, on the supposition that 6" of metal 12 feet wide should be laid on a coat of 6" of murrum 18 feet wide with 2 feet average embankment. For repairs a coat of 3" once in 5 years is considered necessary. Under the same conditions as above, a camp of 1,000 people can be maintained for 3½ months of every 4 miles of road.

(53). Some of the roads constructed as relief works would not be of permanent service, as the District Board will not naturally be in a position to maintain them; and they will therefore fall into disrepair and will eventually be abandoned.

(54). If the roads now constructed are all regularly maintained, there will be room for a few roads only. The total will not be more than 100 miles.

(55). For facility of management and for exacting proper tasks, metal-collection is very suitable, provided the task for different classes are fixed in due consideration of the hardness of stone, but the work is of doubtful utility; and as regards the class of labourers, who usually depend on Government works, this is harmful inasmuch as this tends to deprive them of their means of subsistence in ordinary times.

(56). The metal collected is not in excess of the probable requirement for 10 years.

(57). In my opinion construction of village tanks would be a better form of relief, and certainly more useful in the end, though the management would not be so easy.

* The numbers refer to the questions drawn up by the Commission.

(I). This, however, would not give relief to equally large numbers.

(II). Except in case of large tanks nothing can be expected from these by way of irrigation, but they will no doubt be useful for cattle and for washing purposes.

(59). On an ordinary village tank 100 to 150 people can be employed for a season; as regards the management I would put an upper subordinate in charge of works up to a radius of 12 miles. There would perhaps be 20 to 25 tanks in his charge. He should be assisted by 5 or 6 maistries or sub-overseers: each of these latter having 5 or 6 tanks under him, there being an intelligent karkun in charge of each tank.

The question of preventing all the people of a village from flocking to a work on account of its vicinity is a difficult one. I would, however, suggest a remedy as under.

Soon after famine is officially declared in a particular area a nominal roll of all persons requiring relief should be carefully prepared by the Relief Mamlatdar and they may be employed on works as they are started. In case further relief is required by those not included in the nominal roll, they may be drafted on to other distant works as may be found necessary.

(60). The repairs to such village tanks were not included in the famine programme, and so the number of possible village tanks is neither investigated nor exhausted.

(62). The impounding reservoirs commenced at Sangogi and Hullor (Areshankar) may be regarded to afford protection against famine to some extent in part of Indi, Muddebihal and Bagevadi Talukas. It is possible to construct more impounding reservoirs. There are several perennial streams in Indi Taluka, and if masonry bunds are constructed across these, the water can be utilized for irrigation purposes by making suitable channels, so as to increase the powers of resistance against famine.

(63). There is no prospect of many impounding reservoirs being advantageously constructed.

(67). The Krishna River which runs through the district is often in flood and large quantities of water thus run to waste. I believe that this water can be utilized for irrigation purposes by making suitable inundation canals. This would be a great help to the extremely fertile lands of the Bijapur District, particularly as one good watering would be sufficient to secure excellent crop. Perhaps it would be advisable to have some storage reservoirs as a safety to equalize the supply. Proper sites for these can, in my opinion, be found out; but this is a matter which requires further investigation.

I also trust that the cost of maintenance can be realized by levying an extra rate on all lands under the command of the inundation canals proposed, and it is only reasonable to expect that cultivators who get a special advantage should pay in return for it.

(70). As far as practicable, plans and estimates were kept ready for famine relief works; when, however, the large number of workpeople required additional works, separate survey parties were engaged, so that the preparation of plans was well ahead of the execution of works.

II.—As to large and small works, and the distance tests.

(71). (a) When they return to their villages every night, the greatest distance should not exceed three miles.

(b) When accommodation is provided on the relief works, the distance should, in my opinion, be not more than 16 miles so as to give them an opportunity to go to their homes on holidays.

(72). Yes.

(73). In cases of large works of special public utility so as to secure facility of management with economy, it would not be objectionable to take people even to great distances provided proper accommodation is made for them; only it would be necessary in such cases to maintain on village dole one member at least of each family, so that he would be able to look after the little property, etc., of the family as well as to afford inducement to the people conveyed to great distances to return to their homes after the works are stopped; or special small works may be started for such persons within a radius of three miles, as it is essential that the people should not abandon their homes altogether.

(74). Compulsory residence on works was enforced to the extent of huts erected.

(75). Residence in camps was not and indeed could not be made a definite condition of relief on account of the inade-

quate supply of materials notwithstanding all efforts to secure them.

(76). I am in favour of making residence obligatory in case it cannot be conveniently managed by concentrating the works.

(77). People in general, except those that seek labour in ordinary times, find it distasteful to leave their homes, particularly in the first stage of relief operations. When large numbers are obliged to resort to relief works, this keen sense becomes blunted on account of dire necessity, and people can also be induced to live in camps with the provision noted in my reply to paragraph 73.

(78). In widespread famine, when special concentration of establishment would be impracticable, I consider that the available establishment would not be large enough to supervise works to allow the majority of the workers to return to their homes. It would, however, be possible and indeed advisable to execute small works for those that are recommended to be kept in their villages as per paragraph (73).

(79). Due deductions were made up to 20 per cent. for long distances under the orders of Superintending Engineer, S. D., only when hutting accommodation was not provided. No special precautions were found necessary, but village authorities may be directed not to allow outsiders to take shelter in their villages for the night.

(80). The cost of hutting accommodation per worker would be about Rs 1-4-0 to Rs 1-8-0 per head.

(81). The health was to some extent affected by cold and discomfort, but heat affected more than cold in many cases.

(82). Blankets would have been of great use in the cold season, but they could not be supplied. Some were, however, distributed at the beginning of rains from the charitable relief fund.

(83). The proportion of dependants is greater when the works are small and numerous and consequently when they are nearer home. But when large works were started, the acuteness of famine increased, and consequently there was no appreciable difference in the number of dependants even when these works were away from their homes.

III.—Task and piece-work.

(84). The classification as per Code is good enough. But I would recommend that only three classes may be maintained by omitting class A for males and females. I may, however, point out that in some cases hardship is felt by persons in good situation, such as tailors, goldsmiths, and weavers, being put in C class. A special class with special wages may be created for these artisans with special tasks suitable to their constitution.

(95). The wages as per Code, which have been calculated with considerable care after actual experiment, were tried during the recent famine, and I am firmly of opinion that any deduction would be highly detrimental to the general health of the people who resort to famine works when their resources are exhausted.

(96). The alternate system is a good means of comparing whether the wages paid as per value of grain would be adequate or not. So I think it necessary to retain this information in the Code for guidance.

(96A). Different tasks and wages would be necessary for men and women of the same class, as men are asked to do harder work and naturally require more food.

(97). Children above 12 would be put in C class of women. They should be considered as working children below 12 and above 9 years of age. Their task should be about 60 per cent. of that for C class women; and for this they may be paid the mean of the maximum and minimum wages noted in the Code.

(98). Nine years is the minimum age at which children should be employed as workers.

(99). This is rather a difficult question and no particular remedy is calculated to produce good results singly. *Firstly*, people must have a clear notion that payments are made in return for work performed by them; for this it would be necessary to carefully enforce task-work in the beginning when the works are started. *Secondly*, when it is found that they do not turn out adequate work, the people should be warned and fined, if necessary, up to minimum wages. *Thirdly*, in case of able-bodied persons, it is generally found that a few refractory hands are at the bottom of the matter, and in such cases it would be necessary to remove them summarily from the works or to draft them on to distant works. Above all, great tact and care would be necessary on the

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Mr. G. K. Apte. part of the supervising staff to exact proper task, and too much care cannot be paid to this important matter.

28th Feb. 1898. (100). The question is not properly understood. But it is presumed to mean whether there is any objection to fine below minimum wages. It is certainly not desirable to pay less than the minimum wages, and when it is found that adequate work is not turned out obstinately, remedies suggested in paragraph 99 may be adopted.

(101). Generally large masses of people were not paid minimum wages for any considerable time and in cases when they were so paid, it was found that they suffered in health.

(102). After duly classifying the workers I would, as a special inducement, offer something in excess of the normal in case of able-bodied professional workers, as it would be an advantage if they turn out more work. This would also have a tendency against the degeneration of the work-people as a whole.

(103). When the party concerned has joined the work during the week or earlier, a minimum attendance of four days during the week should be held as a necessary condition to entitle to holiday wages, the market day being the holiday instead of Sunday.

(104). It is not advisable to have one standard task for all carriers, as it would have a demoralizing effect on the able-bodied persons on one hand and would produce a heavy pressure on the weak on the other.

(105). The formula, however, can be accepted, provided the factor for reducing the vertical to horizontal lead is taken as at least 15 instead of 12. This is very necessary in case of famine labour in particular, as the majority of such labour consists of persons not accustomed to continuous hard work and by no means in a condition capable of enduring hard work.

(106). The duty for carriers should be—

| | |
|--------------------------------|----------|
| (a) Men | = 10,000 |
| (b) Women | = 8,000 |
| (c) Working children | = 3,500 |

Baskets of varying sizes should be provided and then (a) and (b) to do the same number of trips and (c) proportionately less, the task being fixed for 5 to 10 diggers with the requisite number of carriers as may be found practicable.

(107). It is not impossible to arrange for the proper disposition of labour as to secure the best proportion of diggers to carriers. This of course necessitates constant supervision and guidance, on account of the difficulty of securing properly trained establishment. Much, indeed, cannot be expected from raw school boys and unsuccessful dregs of society, who resort to famine labour as karkuns and maistries, when the number of hands required is large, and this makes it impossible to enforce individual tasking; and it is this distribution which requires constant watch, check and guidance. It must, however, be said to the credit of the Department that every attempt was made to secure the best possible work even from this raw and defective work establishment.

(108). The best unit is, in my opinion, a party consisting of 20 to 25 hands comprising men, women and children. The task for diggers being set, carriers should convey the whole stuff.

(112). The proportion of adult males to females was always fluctuating, but it was generally as under:

1 man : 1.5 woman : 1.1 child (working).

(113). A number of adult males were employed on tagai works, and though their wages were not in excess of wages obtainable on relief works, they found the work suitable, as thereby they could stay at home and look after their cattle, etc. Their women and children had to resort to relief works, as without relief help they had no other alternative. It was certainly necessary for the State to support their wives and children. The number of males also diminished when agricultural operations commenced and when vested interest, say of landlord and tenant, acted as an inducement to the abandonment of famine work, though the remuneration was not more attractive. Indeed the agriculturist bases all his hopes on his fields, and for them he would naturally abandon all other work even when this necessitates partial starvation, particularly when the season has sufficiently advanced for him to do something by way of securing crops for the next season at least.

IV.—Relations of Civil and Public Works Officers in connection with the management of Relief Works.

(114). I consider the unit of Civil Department commences from village authorities and only minor works around villages for which only a small number of workers are required and in which the interests of the villages are too plainly concerned to be neglected, can be safely entrusted to the Civil Department. Such works, which mostly consist of repairs to minor tanks, are from their nature scattered about, and so it would be impracticable to adequately supervise these through the Department. I consider the Revenue Department is better fitted to do so through their village authorities. Even in such cases professional supervision or advice given on the spot would be very useful and should be obtained as far as possible if and when needed. All other works requiring professional management or supervision must of necessity be left entirely in the hands of the Public Works Department.

(115). As far as I know, no interference or special control was found necessary from the Collector or from the Commissioner, and wherever such was exercised, it only tended to unnecessary correspondence and confusion. I would therefore recommend that all matters relating to works should be entirely left in the hands of the Public Works Department, which is sufficiently organized to carry on all its operations without unnecessary interference or additional control.

(116). There are, however, matters in which the help and control of the Collectors would be necessary, such as the issue of tickets of admittance to those seeking relief (without their being classified) from each village, regulating what villagers should be sent to certain works, the arrangement of kitchens and markets where necessary, inspection of payments and supply of small coin, etc., etc., and in all matters of external supervision, the Executive Engineer being held solely and entirely responsible for all matters regarding the internal management and supervision of work.

(117). Assistant Collectors may also do the work specified for Collectors in (116).

(118). The class of men employed as special civil officers are indeed the class of men who can be entrusted with the management of camp arrangement and kitchens. These are persons with some experience in Revenue matters and generally clerks on Rs50 or Rs60 in the Revenue Department on the permanent establishment. The services of such men can always be spared without inconvenience, as the Revenue Department has got a large staff of such hands.

(119). Only instead of being controlled by the Collector I consider it would save unnecessary correspondence, friction and confusion if these hands are placed under the control of the Public Works Department.

(120). With the help of these hands and that of Hospital Assistants for sanitary arrangement, I am perfectly confident that the officers of the Public Works Department can fully undertake responsibility and control in all matters within the relief camp in addition to the execution of relief works. The apparently additional burden is more than counterbalanced by the elimination of all sources of unnecessary interference or more or less useless correspondence. The duality of control of the recent famine results in halving the responsibilities and does no good to the relief workers.

(121). It is rarely necessary to exercise magisterial control, but I consider it desirable that all the officers of the Department and certain select members of the upper subordinate staff may be vested with minimum magisterial powers for all ordinary offences likely to occur in a relief camp, more serious cases and offences not pertaining to relief being dealt with in the ordinary way.

(122). There were no works carried on under the Civil Agency of any importance for any considerable time and no comparison is therefore possible. It is inconceivable, however, that matters that are quite adequately looked after and properly managed by the Public Works Department on large works in ordinary times are the very things in which unnecessary double control is sought to be exercised by the Revenue Department. I therefore strongly recommend that all internal arrangements of a famine camp, including the execution of work, should be entirely left in the hands of the Public Works Department as per my replies to 114 to 122.

(123). The management of kitchens, etc., under the control of the Civil Department, may with advantage be left in the hands of the Public Works Department. None

hitherto managed by this Department, with respect to relief works need be transferred to Revenue Department, as they will have more than enough to do in their own sphere, such as keeping proper control and supervision of works done out of tagái advances and looking after village doles and poor-houses and ensuring that none seek relief works near their houses who can afford to maintain themselves without relief, and with this view the relief workers should be mustered by villages and the musters themselves should be as often compared and checked by the Relief Mámlatdár and his staff as possible.

V.—Other details of management.

124. Weekly payments are sufficient for task-workers. They should be paid on or before the evening of the holiday, so that the head of the family can put together the earnings of the family and make his purchases on the market day. When payments are made for a shorter period, he is unable to buy the ingredients of his ration in due proportions. Payments twice a week without a bazár are useless, and when a special bazár is formed, there is a tendency to sell inferior corn at high rates.

125. For task workers I would pay to the nearest pie.

126. The payments should be made by independent cashiers, and even in their case the payment should be witnessed by a third party. There should again be no fixed cashier for a certain work. The Sub-Divisional Officer should often transfer cashiers from work to work.

127. Chálans were not obtained from civil village officers before admitting newcomers to a work; but I consider it necessary that it should be done, and the Circle Inspector should sign such chálans without which no admittance should be made.

128. There is not much difficulty experienced in managing the aboriginal tribes, of which there are few in the Bijápúr District. They, however, do not work steadily, and go from work to work committing petty thefts on their journey. The Lamánees, though capable of doing their task, would avoid to do it in every way possible. It requires tact to manage them.

129. For a single charge 4,000 to 5,000 people should be the minimum and 8,000 maximum.

130. I am not in favour of kitchens, as the actual cost per head of a child is always 50 per cent. in excess of cash doles. The admittance tickets advocated will do away with the possibility of fraudulent practices.

132. I consider it necessary that as regards famine accounts there should be attached to each district an additional (1st grade, if possible) Accountant with adequate staff for audit purposes, and for each Sub-Divisional Officer, there should be a Deputy Accountant. The number of the latter would be a large one, and these should be obtained from unaffected districts, as it is necessary to have a timely check on the operations carried on.

As regards returns, it appears to me that the present return of relief workers by castes is defective. It should be by professions. There should be a return to give the number of relief workers by villages compared with the population, prepared by the Revenue and Public Works Department officers separately, the former from the chálans or admittance tickets issued and the latter from musters kept on works, the names of villages in each táluka being once for all printed.

(*President.*)—You are a member of the Public Works Department?—Yes.

(*Mr. Higham.*)—You are an Executive Engineer?—I am an Executive Engineer in the Bijapur District. I was in charge of a Sub-division.

What Tálukas?—Muddebihal and Hungund.

Were you employed throughout the famine?—Yes.

Did you do any famine work before?—Yes, in 1879 on the Nira Canal. I had engaged something like fifteen thousand people.

Referring to your answer to question 52, you had 1,000 men in the Relief Camps?—In some 1,000; not more than 1,000 in one place.

There was a special civil officer?—Yes, he had to look after 3,000 to 4,000 people; for every 1,000 men there was a maistry or sub-overseer. Our chief work was breaking metal for road work.

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Roads that were there already?—Both for roads already metalled and for those commenced as relief works.

They would meet the cost from the District Local Board Funds?—Yes.

Does the Government charge the District Board for the material?—Metal is charged to the road account.

Referring to your reply to question 59 you propose that "a nominal roll of all persons requiring relief should be carefully prepared"?—Yes of the classes of people who require the relief; they are the labouring classes, and the agriculturists whose crops had failed.

I want to know what classes you would include?—The agriculturists who could look to their cattle and manage to keep the fields in good condition.

Referring to the reply to question 62, you propose the making of bunds in the rivers?—Besides these two that I have stated there no other particular proposals were prepared.

Was there any difficulty in keeping the men in the villages?—Though they were sent on work, they returned to the villages in the night.

You had large works and petty small works?—Yes.

Your answer to question 71. Did people always go for holidays?—Yes: all did not go; those that had something to fall back upon.

For how long did they leave the works?—They went in the evening previous to the holiday; they stayed away for the holiday, and returned on the next day. When they went for holidays, they were not paid.

Was residence in the camps made compulsory in Bijapur?—Until we made the huts, it was not compulsory.

How many of them were provided with huts?—About half of them.

The rest had to go back to their homes?—Yes.

Some of them had provided their own huts with their own materials?—Those who could not do that had naturally to go home.

Your reply to question 70. You employed them on large works?—Yes.

Do you think that will keep a great many away?—I advocated that it is necessary people should be kept in the village for petty work.

In your reply to question No. 78, you talk about excluding them from small works. On what system would you exclude them?—Through village headmen; and Civil Agency under the supervision of the Public Works Department as per reply to question 73.

No task-work?—Yes, task-work.

You would make reduction for distance—(question 79)?—We have got orders; within three miles we make no reduction.

If there were four miles?—We had a sliding scale.

How much could they walk?—Never more than six miles; between three to six miles we varied the percentage.

For three miles they could go on?—Yes.

What was the hutting made of?—Of bamboo matting.

That kept the rain out?—Not quite. In Bijapur we have very few showers, and when there was good rain, people went home.

Was the number of children great?—Yes, compared with the population. The number of children below seven years compared with the population was 27 per cent., while the census figures give 23 per cent. It was only for a short time.

With persons that came on work, the number of dependents was small?—In Bijapur the people bring their children and work.

They go back to their homes?—Yes. We have got a system of muster. We take daily muster; and if any person is away, mark him as absent.

You find their number increasing?—Yes, the increase is not so very considerable.

Did you have piece-work at Bijapur?—Only for certain gangs.

You consider piece-work suitable?—I do not think so.

C is meant for weavers?—C rations are rather small. If he gets more rations, there is no harm.

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Mr. G. K. Apte. You would give them B rations?—Yes. To the weaver and artisans and not to general labourers.

28th Feb. 1898. In C and D classes men do more work than women?—Yes, metal breaking.

What was the actual practice of fining the people?—About a pice below the minimum. It was in July we received orders that payment should be made according to the task done.

When did you receive orders?—I think it was in July. When people found that they would be fined if they did less work, they did more work. Usually the fine was one anna and a half.

You are in favour of Sunday wages?—Yes, but I do not think it would be proper to give higher wages on week days.

How often did you pay?—Once a week.

It would not make any difference, would it?—It would if you give six days' higher wages to make up for the Sunday wage.

The Government order was to give Sunday wages to those who were present for *four* continuous days?—If higher wages were to be paid for week days a person present for two days only would get undue advantage.

Referring to answer to question 105, you think the proportion of 12 to 1 is too little?—Yes.

Have you made any observation as to that?—Yes.

What do you say?—I put down 16.

In Bombay it is 20?—For every 5 feet we consider 100 feet.

You have worked it out?—Usually our rule has been 5 feet equal to 100 feet.

You have no Magistrates in the camp?—Special officers have got those powers.

Special Civil officers have got those powers?—Yes, they have.

The actual cost of feeding a child in the kitchen was 50 per cent. in excess of the cash dole. Is that the case?—Yes.

What is the kitchen dole in Bombay?—It was six pice; it depends upon the rate of corn. Special kitchens were not in my charge. I have only seen their accounts.

Do you think you get more children when you give cash dole than in the kitchen?—No.

(*President.*)—You say in answer to question 95—"The wages as per Code, which have been calculated with considerable care after actual experiment, were tried during the recent famine, and I am firmly of opinion that any deduction would be highly detrimental to the general health of the people who resort to famine works when their resources are exhausted." Were most of the people on work on the D, C or B wage?—They were usually on the C wage. Diggers were on the B wage.

That is after cutting?—No, not after cutting.

After cutting what did they get?—Little more than D wage.

Do you think that if the men were working on the D wage for a considerable time they would keep sufficiently strong, or would they fall off?—If they continuously get the D wage they would fall off.

Do you think they would supplement their wages with private means if they had it?—They had nothing to supplement it with.

Were there many on your work from the cultivator class holding land?—We did not keep a separate register to show whether they have got land.

Can you distinguish the class which had no agricultural land?—The Koli class is the class of cultivators.

Children on works were fed in kitchens or did they get cash wages?—Until the middle of March cash payments were made. Some kitchens were tried at different places and afterwards, about the end of May, kitchens were opened everywhere.

What was the result?—Unfortunately we could not get the figures relating to children, because they were prepared by the other departments.

Did you make any inquiries as to why the number of children fell off in the beginning?—It was superstition and prejudice. When they knew that things were well arranged, they came in like sheep; when two or three from their village

came they followed them. They feared that they would lose their caste and social status. About that time I found they were purchasing an inferior kind of corn; a number of Lamánis first objected to come. They were not paid in cash. After a time they tried to feed their children, and when they were reduced in strength, they came and were eventually sent to the kitchen.

Were there many Lamánis on work?—Yes.

Men as well as women?—Both.

Which system did you find pleased them—cash, dole, or kitchen?—I should think they preferred cash. The number of children can get their food thrice a day. Children usually take their breakfast at 9 A. M., dinner at 1 P. M., and third meal in the evening. From the kitchen they got it only twice. The first food given by the kitchen was never before 10 o'clock.

As a matter of fact children remained very plump?—Yes.

Was it due to the dole alone or supplemented by bread given by their parents?—Supplemented by bread given by their parents.

Is there any other reason for preferring cash payment to kitchen?—Yes. The arrangement in the kitchen is that some inferior corn is used. Another drawback is that children are made to stay at the kitchen and consequently smaller children would not separate from their mothers, and this interferes with our work.

In the Code it is contemplated that a certain number of women should be selected as nurses and put in charge of 20 to 30 children. Was it tried?—We tried to exact it, but we were not successful.

Why, you mean the parents did not care for it?—Children would not stay. They wanted to get back to their mothers.

In answer to question 123, you propose that "relief works hitherto managed by the Civil Department may be left in the hands of the Public Works Department"?—Yes.

You mean all men of the village should be employed in gangs?—Yes.

Would you explain why?—For better check and for convenience of the villagers.

It has been suggested that some of the children coming on to works were not the children of the people who brought them, but were the children of other people who stayed at home and sent their children in charge of their relations?—I inquired, but did not find any such cases.

Were the two roads in your charge finished?—One was simply begun and the other is partially done.

The special works that you suggest were not started in this famine?—No.

Were there any people prevented from obtaining relief on account of these small works not being done?—No, they had gone to other works.

The only thing is that they were put to some inconvenience?—Yes, but I do not think they were much inconvenienced because at this time we had works scattered all over the place.

They were not inconvenienced greatly?—No.

Therefore the need for special small works is not very great?—When the central works are started then there is need for small works.

If you have 14 or 15 works scattered, do you think that small works are required?—Yes, but there is no room now if the roads are finished.

You say that the effect of fining was to reduce the wage down to something like half the D wage?—Yes.

Was there any information as to any one preferring the D wage and the small task?—There were a few.

The Commissioner says that "in the Central Division the minimum wage was the D wage." Was this the case?—I do not think that was the case.

Were the workers in good condition?—Yes.

Is the C wage sufficient?—Yes.

If the weavers got C wage would it not be sufficient for them?—The weavers require more to keep in health. These men usually live on good diet.

Are weavers a class of persons who come under the class of the poorest of the poor; are not they generally very thin?—No.

What food do the workers procure for themselves, do they buy very cheap grain?—Usually they get *jowari* or anything else they can buy in the market.

There were many cases of diarrhoea and of cholera among them; do you consider they were due to inferior kind of food?—No.

Do they buy their *jowari* in grain or in the form of flour?—Grain. They grind it themselves.

When they go to the relief works, how do they manage about grinding?—They carried their grinding stones.

(Mr. Bose.)—You said the children's morning meal was not given till 10 o'clock?—No, it was not given until 10 o'clock; they got two meals only.

What are the usual rates?—Three annas for a man, two annas for a woman and one anna and a half for a little child.

What are the rates for the villagers?—The same rates.

The ryots pay the same rates?—Yes, usually.

They pay in grain?—It depends on the condition of the agriculturists.

(Mr. Monteath.)—The roads you made were main roads?—They are the extensions of the feeder roads.

You have, I think, the power to increase them?—It rests with Government. There is little possibility of a further increase.

How do you arrange for the establishment of the numerous small works?—In every village there are Kulkarnes.

Do you think Kulkarnes can manage them?—Yes, with the Circle Inspectors and others.

Will they measure out proper tasks to them?—Yes. They should have a staff drawn for this purpose from their own department.

Did the Collectors point out any defects in your works?—Yes.

You would not take any exception to that?—No, I would not.

If they were pointed out, you would remove them?—Without any delay.

In your system of non-interference what do you suggest?—The internal arrangement should not be controlled.

I do not suppose the Collector attempted to interfere in these matters?—There were a few instances; in one case I had fined a man one rupee for particular negligence. The Collector interfered and wished to increase the fine.

What sort of man was he?—He was a karkun.

Do you consider that it would be possible in a district

like Bijapur in particular to give "Chalans" to all those who needed them?—I do not think there would be any difficulty.

Would there not be delay in giving "Chalans," would there not be an enormous delay?—No, if they fixed a certain date and the village authorities worked properly.

Do you think it can be carried out in Bijapur?—My idea is that it could be, because in former times the number of Circle Inspectors was small, but it is now increased, and they can visit the villages within two days.

Owing to the introduction of kitchens did not the number of people fall off?—It was not solely owing to the introduction of kitchens. The number rose in February, and in April there were some cases of cholera. It was owing to that scare that the number of people fell off, and it accidentally happened that that was the time when the kitchens were opened.

Do you think cholera had more effect than the kitchens in reducing the numbers?—Yes; besides some of the people went for agriculture.

But there was a decrease beginning largely in May?—That was the agricultural time.

In April?—That is when cholera prevailed.

They do not begin agricultural operations in Bijapur in May, do they?—Yes, for *khari* crops.

I suppose they begin *khari* crop operations in July?—When people lost their *rabi* crops they went in for *khari* crops.

The proportion of dependants to labourers decreased when the kitchens were introduced?—After the introduction of the kitchens, the children kept apart to a large extent. Then money payments were made.

Were you not able in that way to get more work from the labourers?—Generally the presence of large numbers of children amongst the labourers interferes with their work. When money payments were made we could keep children outside the gang in the sheds, and their mothers used to come to them when they wanted milk. When the children were removed far away to the kitchens, it was not possible for them to do so. At first two or three sheds were reserved for children where they were always placed.

According to your experience it was advisable to give money payments and not to open kitchens?—Yes. Because a small number of women are kept as a guard over the children. Twenty to thirty children were obliged to be kept by Government in charge of a woman. Money payments were made, otherwise they interfered too much with our work.

(Mr. Bose.)—Those women whom you had to pay as nurses were kept in charge of children?—Yes.

MR. E. O. MAWSON, Assistant Engineer, Satara District, called in and examined.

I put in written answers to the Commission's questions.

AS TO RELIEF WORKS.

Section I.

*55. For a limited number of labourers I think collection of metal a suitable famine work, because—

- the work can be commenced without delay and can be continued or stopped according to circumstances without prejudice to the work;
- measurements are easily made and no professional knowledge is required for supervision except with respect to fixing the task;
- it is equally suitable for men or women, and the carrying and the stacking of the material can be done by the weaker people and children.

For large bodies of labourers it is not suitable because—

- it necessitates frequent moving of the camps or else, the accumulation of large stores of metal at a few sites, thus increasing the future cost of carriage out of all proportion to the value of the metal;
- it is difficult, and often impossible, to work quarries to keep up the supply of rubble without opening up a very large working face.

57 (i). I do not think village tanks are suitable for relief works, because—

- this would necessitate small and scattered works;
- the tanks being near to the village would attract many not in need of relief;
- they would be difficult to supervise.

These remarks apply only to task-work. With a limited piece-work system village tanks would be a most useful form of relief work.

Section II.

71 (a). About four miles.

(b). If really in need of relief, people will come 40 or 50 miles.

72. Yes, certainly. Although there might in some cases be a difficulty in arranging for the relief of dependants, I think a distance test of at least 10 miles is most necessary. I have no hesitation in stating that on the works in my charge in the late famine the relief afforded to those really in need could have been given for about half the amount actually expended if there had been a distance test.

76. Without a distance test it is impossible to make residence obligatory. So long as people from villages near

Mr. G. K. Apte.

28th Feb. 1898.

Mr. E. O. Mawson.

28th Feb. 1898.

* The numbers refer to the questions drawn up by the Commission.

Mr. E. O. Mawson. the camp are allowed to come on to the work, there is no means by which they can be prevented from leaving the camp in the evening and returning to their homes.

28th Feb. 1898. Task cannot be enforced so long as there is a minimum wage on which the people can live. I do not think high task and low rate of wage are in themselves sufficient tests.

77. Speaking generally, I do not think residence on works is in itself distasteful to the people. What they do object to is the enforcement of sanitary rules and regular hours of work, but they soon get accustomed to camp régime.

77 A.—My own experience is that those in real need of relief will come any distance and willingly live in the camp. Every time a camp was moved, the bulk of the labourers who had come from villages within six or seven miles returned to their homes, their places being taken by people from villages near the new camp. There were always two distinct bodies of labourers, (a) those in need of relief who, therefore, remained with the camp when it moved, doing fair tasks and giving little trouble; (b) a floating population of women, children, dependants and all the idle characters from the surrounding villages, together with all those who, though not in urgent need of relief, were quite willing to do a nominal task for a minimum wage.

81. No. The general condition of the people always improved after they had been some time on the camps. Possibly a few children and old people suffered from cold and discomfort.

82. No.

Section III.

84 to 113. I have had no personal experience of real test work, but the Code task-work system was found to be unworkable until fining below minimum wages was adopted and payment made in proportion to outturn of work. This is really piece-work in its most complicated and objectionable form.

Except with excessive waste of money, task-work with minimum wage is unworkable. The fining is complicated and the people do not understand the system. I am strongly in favour of a limited piece-work system with rates varying with the price of corn, because—

- (a) it is a system understood by the people and which all real workers prefer to a fixed task;
- (b) it leaves undisturbed the family relations and system of mutual help which is deeply seated in the natives;
- (c) the payments are made to the head of the gang and he can distribute it to the others in proper proportion;
- (d) it would keep off the works idle and worthless characters as no gang would admit them;
- (e) kitchens would not be necessary;
- (f) measurements are easily made and checked;
- (g) all chance of fraud would be, if not done away with entirely, at least reduced to a minimum that can never be possible on task-work.

In some few cases task-work might be advisable, in which case there should be no Sunday wage; payments should be weekly and no child under 10 years of age should be allowed on the work.

Section IV.

114 to 123. The answer to the question depends entirely on the relations between the Civil and Public Works Department officers. If all Public Works Department officers are to be subordinate to the Civil Department, it follows that, except in professional questions, the Civil Department are considered more competent to manage large bodies of labourers and supervise all details of work than the trained Public Works Department, and on this assumption all works should be carried out by the Civil Department, the Public Works Department being simply advisers. In practice, I think, all small metal-breaking works, village tanks, etc., might be entirely carried out by the Civil Department, as there are few professional questions involved. On all other works the Executive Engineer should, in my humble opinion, have entire control, because he is held responsible for the result of the works. On a tank work, for instance, the stability of the dam depends entirely on the management of the labourers. The special Civil officer, who is generally an Aval-Karkun, has according to the Code more power over the labourers than the Executive Engineer, as any order he

gives can be set aside by the special Civil officer. I am aware that the Civil Department generally consider the objection of the Executive Engineer to the existing Code rules merely sentimental, but on works this divided authority gives rise to very real difficulties. If the Civil Department is to have control of the works, then they should also take the responsibility, and this, in practice, is just what is not done. I think the division of duties and responsibilities suggested in paragraphs 34, 35, and 36 of Mr. Higham's report are so suitable and necessary that I would unhesitatingly accept them as the best possible solution of this question.

Section VI.

124 (i and ii). Payments should be made once a week, because—

- (a) this system is best understood by the people and they much prefer it to daily payments;
- (b) it reduces the chances of fraud;
- (c) it simplifies the accounts and measurements and thus requires less establishment.

126. Payments should be made by independent cashiers because the chances of fraud are much reduced by this method.

128 (i). No.

(ii) There is practically no difference between hill tribes and other natives in this respect.

130. I am strongly in favour of kitchens on all works.

(President.) What was your charge?—I was in charge of a number of works and roads in the Western strip of the Satara District.

(Mr. Higham.) What number of works had you?—Three, two metal-breaking and one new road.

What number of workers?—About 19,000, of whom 4,000 or 5,000 were in each camp.

What subordinates had you?—One European and two natives; the European had no experience, but the natives were experienced men.

You don't think village tanks suitable for relief works?—Not unless carried out by piece-work.

Do you want us to construct village tanks by piece-work?—Yes, that will be a most useful form of relief work.

Won't your piece-works attract people not in need of relief?—I think not, because you can give them a specified quantity of work and pay them accordingly.

If you give piece-work, will it attract loafers?—Yes, when near his home, but you can't keep the loafer out.

Will the loafer come far to the place where he has to work?—He will clear to the better part of the district and beg.

Had you enough subordinates?—No, not enough to work with.

Do you think you will be able to exact tasks on piece-work from the people?—Yes.

You say the bulk of the labourers who had come from their village six or seven miles distant returned to their homes?—Yes.

You had two distinct bodies of labourers, A and B, A being workers and B loafers?—Yes.

What was the proportion?—At first half and half; after the numbers increased we had 25 per cent. loafers.

Were the people who came professionals?—No.

Did many people come from distant villages?—Yes, from a distance of 20 to 25 miles. Most of them were hill tribes from the Deccan; they were not Bhils but Mhars.

Did these hill tribes follow the camps?—Yes.

Would you make it a condition to admit only those who came from a distance of ten miles?—I would not make a hard-and-fast rule.

If you had the works close to the villages?—I would expect the Civil officers to exercise discrimination in drafting only needy persons on to the work.

Did you do any piece-work?—No, all task-work.

How did you fix your minimum and maximum rate on task-work?—The rate varied with the price of corn.

Were there many dependants?—Some brought few and some many.

Would you fix the same maximum for both?—Yes, if they all come from the same village. I do not think they would bring many dependants; they would leave some behind in charge of the Civil officers.

You say, on all large works the Executive Engineer should have entire control, but the Civil officer can interfere. Is that according to the Code?—That is the ordinary way of reading the Code.

You have to give your order through your subordinate and the special Civil officer then makes a reference to the Collector if he disagrees with your order?—Yes; before he receives a reply a fortnight may elapse and this causes great inconvenience.

Have you any experience of a special officer refusing to carry out orders?—Yes, the Collector then practically put him under us.

You mean to say that in spite of the Code these differences were satisfactorily settled?—Yes.

You advocate weekly payments?—Yes, because it is best understood by the people; we tried to pay them daily but they preferred weekly payments.

Do they make their pay last through the week?—Yes, I think so.

How do they get their bazar supply?—Once a week; we made payments a day previous to the bazar day.

Had you banias in the camp?—Yes: they did very little trade.

In making payments once a week you don't require small change?—No, that is another advantage.

You are strongly in favour of kitchens on all works?—Yes. They are very useful for children, nursing mothers, old people and dependants.

You paid them by rations, even the adults?—Yes, about 50 per cent. of the dependants on workers were fed daily in the kitchens.

Don't you think the actual cost of the kitchen is much greater than cash payments?—Yes, by 20 per cent.

Did you give chalans in your district?—No, we never tried them.

When the people came from long distances, did you give them subsistence allowance?—Yes: if they went long distances they were paid when half way and then at the end of the journey; for short distances only once.

Had you any cases of cholera in camp?—Yes: we then moved our camp five miles, but the people while crossing a river drank the water, which was very muddy owing to a thunderstorm we had just before. We then moved our camp five miles, but we lost about 40 or 50 people and an hospital assistant: this was at the end of the famine.

(Mr. Holderness.)—For what time did you give allowances to the mothers?—Five weeks.

You can extend that period?—Yes, there is no hard-and-fast rule.

I think you said you always put nursing mothers on gratuitous relief; how do you define nursing mothers?—Mothers with babes without teeth. When kitchens were started some mothers did not send their children. Those who were in need always did so.

What happened to the children in these cases when they did not come to the kitchens?—They went back to their villages and their mothers too.

What was the number of people who worked on road repairs?—About 19,000; those near the villages always availed themselves of the relief works.

I see that the bulk of your men were on the B scale?—They were put on B, but were fined to C and sometimes D.

You mean to say that they preferred to be on D?—Yes.

Were they generally on D?—Yes: but towards the end they worked better and got C allowances.

Was the D allowance sufficient to keep them well?—Yes, I think so.

They did not alter in condition?—No.

You got very little work out of them?—Very little indeed.

(Dr. Richardson.)—Had those people on D anything in addition to their rations?—That I can't say.

What is your opinion on the subject?—D was practically sufficient when they did nothing.

Was cholera prevalent in the neighbouring villages?—Yes, there are always cases in the villages.

Was the water-supply defective?—No; very good. But people preferred drinking from the river.

Didn't you connect the outbreak of cholera with a thunderstorm?—Yes, the thunderstorm naturally disturbed the water and made it muddy.

Was your medical staff sufficient?—Yes, we had hospital assistants.

Did the doctors visit the camps?—Yes.

There was no want of medical assistance?—No.

What did you do when cholera broke out?—The first time we moved five miles and then halted for three days; then we had another thunderstorm and a fresh outbreak; the people then dispersed.

How many died?—I can't say.

The dispersal stopped the outbreak?—Yes.

What became of those who left the camp. Did they go to the poor-houses or die?—Most of them went to their villages.

What became of the others?—I can't say.

(President.)—Had you cashiers?—Yes; they were independent of every one in the camp.

Were they Public Works Department men?—No, we took any suitable man who gave security.

Mr. R. C. ARTAL, District Deputy Collector, Nasik, called in and examined.

I put in written answers to the Commission's questions.

As to the extent and severity of the distress.

*1. The whole of the Bijapur District—area 5,668 square miles, population 796,339 souls.

2. The distress was due to scanty and unseasonable rainfall and consequent failure of crops; to local failure of the rains and of the harvests, and consequent abnormally high prices.

3. (a) The rainfall was very scanty, and consequently the harvests dependent on it entirely failed as compared with the normal state of things.

(b) Certainly, they were: the statistical information required to answer this question is not available; but from my experience I can say that they were not higher than those in the great famine of 1876-77.

4. The condition of the affected area up to the time of the failure of the rains was fair. On the whole, the preceding seasons were favourable.

5. Yes, I think they are the Mahomedans; no, relatively a small community.

6. Yes, it is, owing to there being no facilities for irrigation on a large scale. Mr. R. C. Artal.

7. I believe 20 or 25 per cent. of the population have reserves of money and food-grains to last for a season or two at the most. 28th Feb. 1898.

Mahomedans, Mahars, Mangs and artizans, including weavers, etc., have no reserves. These are about 75 per cent. of the population.

8. Compared with the distress of 1891 experienced in the Bijapur District, the present one was much greater in extent and severity.

9. No, it was neither under-estimated nor over-estimated on the present occasion, at any moment of time. It was not the case and consequently it did not affect the character and amount of relief provided.

As to the sufficiency and economy of the relief measures.

10. No, I believe it does not coincide with my experience. The percentage was much greater than the standard arrived at by the Famine Commission of 1879. I have not got statistics, however, to say anything positively on this point.

* The numbers refer to the questions drawn up by the Commission.

Mr. R. C.
Artal.

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It was liable to be exceeded in the Sindgi Taluka of the Bijapur District, it being the worst affected.

11. They exceed the standard fixed by the Famine Commission; yes, in the great famine of 1876-77 which was perhaps severer than the present one. The people then showed more resisting power than they did on the present occasion.

12. Yes; it was a little larger than what was necessary to prevent the loss of life and suffering. Yes, some of them were so relieved, but the percentage was very small. I attribute this result to the opening of relief works near their houses.

13. I did not come across any such cases.

14. The relief arrangements were not defective, nor were they insufficient or ill-adapted in any cases.

15. Yes, undoubtedly the relief given has been successful in its object of saving lives; and, so far as I know, there was not a single death due to starvation in the Bijapur District.

If my memory serves me aright, the death-rate was not in excess of the normal, but if it was a little in excess, it was due to the usual outbreak of cholera in that district.

16. The Superintending Engineer, S. D., introduced in June 1897, under Section 80 of the Famine Code, a modified scale of wages to be regulated in proportion to the work actually performed on all large relief works by each gang of relief workers, because he found that the work turned out by the relief workers was quite inadequate in proportion to the wages paid to them. And this resulted in the reduction of collective earnings of each family to a great extent, because many of the labourers were fined for short work below the minimum wages. Owing to this change there was a slight decrease in the number of relief workers for a week or two I believe.

The decrease was the direct result of these changes. I do not believe the change had any effect of excluding from relief persons really in need, nor did it bring to relief persons who did not really require it.

17. This change, spoken of above, had nothing to do with the death-rate.

18. Yes. The principle enunciated by the Famine Commission was observed to the fullest practicable extent on the two large relief works in my charge.

19. In the late famine, all persons who could do a reasonable amount of work were required to work as a condition of receiving relief.

20. Yes; all classes of persons were subjected to the labour test in my charge.

21. The number of destitute persons was comparatively small; but in the absence of statistics I am unable to give the exact proportion of the numbers so relieved.

22. Yes. The conditions of the task and the wage were such as to constitute a test of necessity.

The task was such as could be done by the relief workers if they were inclined to do it, except in the case of relief workers who were newly employed on breaking hard metal. Such labourers were subjected to fines for short work until they got accustomed to do it.

The wage was enough and to spare a little if the relief workers honestly performed the task allotted to them.

23. The distance test was not enforced at all on all the large relief works in my charge.

In the late famine I believe there was more than one large relief work started in each taluka of the Bijapur District. There were at one time three large relief works in progress in the Sindgi Taluka, as there was a great rush of relief-seekers as soon as the early rains held off at the end of June 1897.

Those whose homes were distant from the work of course resided in the relief camp, but those who lived near it did not do so.

Yes. The people as a rule disliked living in the relief camp, and it does constitute an effective and a fair test of necessity if properly enforced.

24. I am unable to give the statistics, as I am not in possession of the famine records of my charge at Bijapur.

25. *Vide A. 24.*

26. The people did resort to relief works with greater eagerness and at an earlier stage of distress than in the great famine of 1876-77.

It was, I believe, due to the more methodical management of the relief works and to the payment of sufficient wages.

27. Gratuitous relief was given to the people of the class described in Section 57 of the Famine Code by means of grain; but later on, at the end of March, the kitchens were started on large relief works wherein children and dependents were given cooked food. This arrangement had the effect of reducing the expenditure under this head to a material extent.

But later on, I believe in July 1897, some poor-houses were started in those villages where the number of recipients of gratuitous relief in the form of the village dole exceeded 50, in order to see whether there would be any considerable reduction in the number of such recipients; but, on the contrary, I believe the number relieved in poor-houses by cooked food increased to a slight extent, and I think that was mainly due to the acuteness which prevailed during the period intervening between the holding off of the early rains and September heavy rains.

28. I accept the view of the Famine Commission of 1879 that the grant of relief in the homes of the people involved the risk of too free a grant of relief. Yes, the risk was effectually prevented by exercising constant and careful supervision over this form of relief. It was given to those only who were really in need of it and were entitled to it under Section 57.

29. Yes, it was given at an early stage in the present famine on a much larger scale. Yes, this form of relief, I should say, has been highly beneficial to the saving of lives from starvation. Yes, it has done so. Yes, it demoralised the people to a slight extent. I came across some cases in which persons quite fit for work sought eagerly for this sort of relief in preference to relief given on large works. In order to induce them to join a relief work and earn their livelihood there, I flatly refused them the gratuitous relief sought for. On the other hand, it demoralised some people by making them more ready to accept charity in this form. I do not believe that this form of relief in any way affected the moral obligation of mutual assistance.

30. I am unable to answer this question in the absence of statistical information.

31. *Vide A. 30.*

32. The net results of the famine, alleviated as it has been by relief measures authorised by the Famine Code, have been beneficial to all classes of people referred to in this question. No, they have not been permanently injured and will speedily recover their position, provided the next two or three seasons prove favourable to them.

33. There is, I think, only one important matter in which the scheme of relief measures prescribed by the Code is rather defective. It is with respect to the relief to be given to the weaving and artisan classes. As a rule, most of the members belonging to these classes are not accustomed to do the work of the sort done by ordinary labourers. It is true some provisions have been made in the Code for giving relief to weavers, but in practice they were found not to work well. For instance, if small advances were made to weavers with a view to give them relief in their own craft, so far as I am aware, there is no law under which such advances can be recovered as an arrear of land revenue, as is done in the case of loans granted to agriculturists, excepting by filing suits against defaulters. In these circumstances I am humbly of opinion that a special Act should be passed authorising the grant of small advances to weavers on the same terms on which small loans are granted for the purchase of seed and cattle.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. I consider the existing arrangements for ascertaining and reporting failure of rainfall and crops are sufficient. I have no improvements to suggest.

35. The information regarding cropped area and the condition of crops is obtained from the village officers and the agricultural staff.

36. On the whole I think they are reliable, but are not as accurate as they should be.

37. Yes, the returns are obtained as soon as the late crops are sown.

38. Yes, the relief arrangements were largely based on the agricultural information given by these returns, as well as on the weekly weather and special reports received from the Mamlatdars.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from, or have been found to be unsuitable.

39. The famine-stricken people were relieved by starting (a) relief works, both large and small; (b) gratuitous relief by the dole, etc., under Chapter V; (c) by starting poor-houses under Chapter VIII; (d) by establishing kitchens under Chapter IX; (e) by the suspension of the collection of land revenue; (f) by granting loans to agriculturists; (g) by granting relief to respectable persons, etc.; (A) by raising private subscriptions.

40. All these measures contributed to the successful administration of the famine relief operations.

41. All the measures adopted for the relief of famine-stricken people were authorized by the Bombay Famine Code, with the exception of those given out of the Indian Famine Charitable Relief Fund.

42. None of the Code measures was left unused or had to be given up after a trial.

43. So far as my charge is concerned, none of the provisions of the Code were departed from.

44. I have not got statistical information to answer this question.

45. I think that the measures authorised for alleviating the distress by the present Code are sufficiently liberal, and if worked with discretion and care by all the officials engaged in the famine administration, are sure to produce successful results.

46. The combination of all the measures authorised by the Code is, I think, sufficient to alleviate even the acute distress in the Bijapur District, which is often liable to famine.

47. The combination of all the measures authorised by the Code would be sufficient to alleviate any distressed tracts with successful results.

48. Giving gratuitous relief in the form of village dole was highly approved of by the people in general. Next to this form of relief comes the relief given to agriculturists in the shape of loans, and the relief given to famine-stricken people on large as well as small relief works.

49. Some provision should be made for relieving weavers and other artisans, such as goldsmiths, blacksmiths, carpenters, etc., by granting them loans on easy terms to be repaid within a short period, say, of two years. A special Act will have to be passed authorising the recovery of such loans as an arrear of land revenue, as is now done in the case of loans granted to agriculturists.

As to relief Works—Extent to which works of public utility may be available as Relief Works.

53. I think all the three relief works, viz.—

- | | |
|------------------------------------|----|
| (1) Devarhipargi-Talikoti, Section | I |
| (2) Indi-Sindgi, „ | I |
| (3) Do., „ | II |

constructed as relief works will be of permanent use to the community, and that it is hoped that every effort will be made to maintain them in future.

54. One or two road works can be constructed with advantage in the Sindgi Taluka.

55. I think the breaking of metal is a suitable work for famine labourers, but the stock of metal already in hand would be sufficient for utilization for the next 10 to 15 years.

56. In a very few cases the metal collected is calculated to be sufficient for ten years.

57. Such works, in my opinion, are very valuable both as a means of employment of relief labour and as a means of permanently benefiting the villages in which they are constructed.

58. There was only one tank work, viz, Manoor, in my charge at Bijapur. The exact or approximate number of day units I cannot give in the absence of statistical information.

59. I have not got statistical information to answer this question. I cannot make any suggestion for strict supervision, as it is not possible to get sufficient trained hands.

60. I think there are very few works of this nature in the Sindgi Taluka.

61. None were constructed in the Sindgi Taluka.

62. The tank work completed in the last famine is not an irrigation work, but is only calculated to improve the drinking-water supply.

63. I think none can be constructed in the Sindgi Taluka.

64. None were constructed as irrigation works in the Sindgi Taluka.

68. None in the Bijapur District.

As to large and small works and the distance test.

71. I think the distance test should be 6 miles in case (a) and 24 miles in case (b).

72. I think it would be fair to withhold relief in the cases referred to above.

73. I think all the professional labourers may be conveyed to such long distances except the agriculturists.

74. As a general rule, the relief workers lived in the relief camps, and only those whose villages were close to the works returned to their homes in the evening.

75. Residence in famine camp was made a condition of relief.

76. I am in favour of indirectly inducing it by concentrating the works. Yes, I think it would attract people to some extent who do not really need relief. Yes, I think so.

77, 77A. I think it is so disliked in rare cases. No, I have not come across any such cases.

78. No, I think it is impossible to do so.

81. No, it never told badly on their health, as they are, as a rule, accustomed to work in their fields in the open air.

82. No, none were needed.

Test-works and piece-works.

84 to 93. No experience of piece-work system, and hence the questions have not been answered.

94. On the whole the present system of classifying labourers appears to be suitable.

95. I think the rations laid down in Sections 105 and 106 of the Famine Code are sufficient, and I do not advocate any change in them.

96. I don't think it is necessary to do so except when the prices of condiments, etc., grow abnormally high.

96 (a). No, I do not propose any different task or wage in the same class.

98. I think the present standard of seven and above has been properly fixed.

99. They must be fined for short work, i.e., in proportion to the work that fell short of the task as was done in the case of large relief works from the middle of June in the Bijapur District.

100. No, I think the restriction may be withdrawn, as their effect is that when the people know that they are not to get anything less than the minimum fixed under any circumstances, they do not try their best to perform honestly the task allotted to them.

102. Yes; I think they may be allowed if they can afford to earn it.

103. Yes, Sunday wage should only be allowed to the relief workers who are found to have been on the work continuously for the previous six days.

Relations of Civil and Public Works Officers in connection with the management of Relief Works.

114. All the relief works, whether small or large, except tank works (which may be carried out by the Civil agency), should be carried out by the Public Works Department.

115. The powers of control exercised at present by the Collector and Commissioner are, I think, sufficient to all intents and purposes.

116. The Executive Engineer should, I think, be held responsible for the general management of works, while the Collector for their careful supervision.

117. Yes, I think they must be delegated to all experienced Assistant or Deputy Collectors, as the Collector himself will not be able to look to the many works scattered throughout the district efficiently.

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118. Mamlatdars.
119. No, they should not be placed under the Public Works Department.
120. I don't think they will be able to manage without the assistance of the Revenue Department.
121. I think it desirable to invest with at least 3rd class magisterial powers all officers in charge of the relief works.
122. I think there is no essential difference in the system of management, except that the works carried on by the Public Works Department are more efficiently supervised.
123. No, I have not come across any such works.

Other details of management.

124. I think weekly payments on the day preceding the weekly bazar day should be preferred in the case of labourers on task-works.
125. I think they should be paid to the nearest pie as worked out by the Ready Reckoner.
126. Payments, in my opinion, should be made by independent cashiers and not by the gang Muharrirs.
127. As a rule the practice was adhered to, but in urgent cases it was departed from. Those presenting themselves without tickets were not admitted.
128. There were no hill tribes on relief works in my charge.
129. I think the maximum should be 15,000 and the minimum 10,000 for a single charge.
130. No, I think kitchens should only be started when the number of non-working children, etc., to be relieved gratuitously exceeds 500.
132. No, I have none.

Interference with the supply of labour to private employers.

138. Yes, the relief operations were no doubt assisted to a great extent by the recipients of takavi advances for land improvements. The numbers thus relieved in the Bijapur District were reported to Government in the weekly weather reports.
139. Yes, I think it would be possible in future famines to utilize the agency of private employers by granting them large advances for the carrying out of improvements by constructing works for irrigation purposes, such as tanks, canals, etc.

As to Gratuitous Relief.

149. The persons gratuitously relieved, I believe, mainly belonged to the agricultural classes resident in rural areas.
150. Yes, I think they were.
151. In ordinary years they are supported by their relations and friends; whereas they cannot do so in a year of distress, as their earnings do not suffice even for themselves.
152. Majority of them were old women, with some blind men and children and lepers, etc. I think they were very few, not exceeding 20 or 30 in the whole Sindgi Taluka.
153. No, I think it is difficult to form an accurate estimate, but the number must vary with the severity.
154. Yes, I think it may be presumed in such a case that no great amount of gratuitous relief is required.
155. Yes, I approve the practice of feeding dependants in kitchens opened on large works.
156. I would give such a person gratuitous relief with a view to prevent his death from starvation.
157. Yes, the system of village doles is very popular, and it is sought for by many who do not deserve it.
158. Yes, the Circle Inspection organisation at my disposal was strong, vigilant and well-informed to restrict gratuitous relief.
159. I think no larger staff than the present is needed.
160. Yes, in some cases it places a stigma upon the recipients of higher society.
161. No, I think it is not the case, as many went on begging.

162. The lower classes were employed in cleaning and sweeping the streets, and some were employed on watching sources of drinking-water supply.

163. Yes, a few would have done so, but the majority of the recipients of such gratuitous relief were quite unfit for doing any sort of work.

164. Yes, I think the course of giving cooked food in a central kitchen instead of gratuitous relief would be more advantageous on economical grounds only.

165. Generally speaking, the people do not dislike having cooked food. Yes, I think it would be so, and exclude particularly the higher classes.

166. Yes, it would be practicable to do so, if sentimental difficulties are overruled.

167. It was given in grain only, which I prefer to giving the dole in cash.

168. No, it was given in their own villages.

169. I have not come across any such instances.

170. The agency of the Patels, Kulkarnis and Relief Circle Inspectors and other respectable inhabitants of the village was utilised in ascertaining the persons requiring home relief. No, it was not superseded, but supplemented by the appointment of Relief Circle Inspectors acting under the immediate control of Relief Mamlatdars.

171. No, it was not at all so administered.

172. The relief poor-houses were started, I believe, in July, when the famine was at its height. The population was on the whole stationary even during the period when the distress was very acute.

173. From land-owning and non-proprietary cultivating classes.

174. Yes, they did. No, I do not think so.

175. I attribute it entirely to more methodical and better management.

176. I think it was a little high in May and June, which was due to the outbreak of cholera in Sindgi Taluka.

177. Majority of inmates belonged to the district; there were a few also from Jath and the Nizam's dominions.

178. I must say it was a very severe famine and had consequently broken up households and caused wandering to a considerable extent.

179. No, so far as my personal inspection went no one was drafted to the works or disposed of in any other way, as they were all unfit for work.

180. Yes, I think it is sufficient, although some of the inmates often complained to me that it was not so.

In case of sickly persons only some light food was given, such as rice and milk, etc.

181. Yes, I think they are all sufficiently explicit and detailed and in all respects suitable.

182. Yes, some legal powers are absolutely necessary, as some beggars, etc., flatly refuse to go to a poor-house. Yes, I did use compulsion in four or five cases only.

183. No, some of them who were found to be able to do some sort of work were employed in grinding, cooking, sweeping and cleaning, etc.

184. No compulsion was used. No, they were not at liberty to leave when they chose. No, there were none.

As to Relief Measures.

185. No, it was not found necessary to open such relief centres.

186 to 192. *Vide A. 185.*

As to Relief Kitchens.

193. No such course was adopted, and I am therefore unable to say anything about it.

194. Such kitchens are chiefly required in connection with relief works for the non-working children and other dependants of relief workers.

195. When the distress was acute, it was found expedient to relieve recipients of gratuitous relief in poor-houses.

196. Cooked food at the kitchens on large relief works was given only to those producing tickets from the Engineer officers in charge, to the effect that their parents or relatives were on the work.

197. No, the number of kitchens was limited, and it was not therefore found difficult to maintain supervision over them. No, there was neither waste nor misapplication of food. They were placed under the direct control of Special Civil Officers appointed under section 90 of the Code.

198. On economical grounds it is preferable to relieve non-working children and dependents by cooked food, while on administrative grounds it is preferable to pay them in cash. Yes, I believe they do.

As to Cultivators and Land-holders.

199. Large advances were made to land-owners and cultivators for land improvements, for seed-grain and cattle. Nothing was given for subsistence. I, however, regret that I have not got the figures for each purpose.

200. On the whole I consider that about 30 or 40 per cent. of the loans granted for land improvements, etc., must have been misappropriated, and it is not surprising that misapplications to such an extent must have taken place in a year of such great distress.

201. Yes, the sum advanced for seed and cattle has been of much use to the cultivating classes. Yes, much more would have been spent for the purpose advantageously.

202. The period for recovery was fixed (1) from 5 to 10 years in case of advances for land improvements and (2) two years in all other cases.

203. No such advances were given.

204. In the interests of the cultivators themselves, I prefer the latter course that they should be sent to relief works.

205. Yes, I think it more economical to aid such cultivators by advances than by sending them to works.

206. Yes, they may perhaps do so, but only those that can repay it afterwards may be granted.

As to suspension and remission of Land Revenue.

207. In the Sindgi Taluka, I believe the collection of about R98,000 was suspended out of a total land revenue of about R2,17,000. No land revenue was remitted.

208. I believe this form of relief reached the cultivating tenants also. There is no law to the effect and none is needed.

209. I do not think that this form of relief kept cultivators away from relief works to any appreciable extent, but certainly tended to prevent many of them from falling into debt.

210. Yes, by all means if the subsequent seasons prove favourable.

211. No, I think not, if the immediately succeeding seasons prove to be favourable. No, I am afraid, it would not be distributed in similar instalments.

212. No, it does not carry any interest. If it does so at all, it ought not to do so in the interest of cultivators.

213. I believe it has power to do so. Yes, I think it is requisite to enable Government to give relief in a year of distress to the holders of large estates also.

214. In cases of the nature referred to, I think it is much more advantageous to grant immediate remissions and not suspensions.

215. The granting of takavi advances on a very liberal scale to agriculturists has prevented them from borrowing and transferring their landed and other property to an extent worth mentioning.

As to the use made of Forests.

216 to 219. There is no forest in the Sindgi Taluka, and I am therefore unable to answer the questions.

As to Orphans.

220. At the end of a famine I think they may be returned to their parents if claimed, or be supported in some orphanage at the cost of the State or out of the Indian Famine Charitable Relief Fund till they are of age to support themselves.

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221. If the managers of the private orphanages are unable to do so without the help of Government, I think it is advisable to continue to aid them thereafter.

222. I think the statement of objects referred to is exhaustive enough, and I have no suggestions to offer regarding it.

223. No, I think they do not.

224. Yes, I think the statement of the second object is sufficient and requires no modification.

225. Yes, I think it may be restricted with material advantage to the giving of clothing, etc., and bringing them up in some useful craft.

226. Yes, I think some rules are necessary, as some persons getting Government relief are likely to be supported from the Charitable Fund in their absence.

227. So long as grain is available in the market I do not think that it is at all advisable to open such grain shops.

228. The opening of these cheap grain shops did not interfere with private trade to any appreciable extent, but they are likely to give rise to much speculation, and often well-to-do people and others manage to take undue advantage of this form of relief through the medium of some one else. These defalcations it is hardly possible to put a stop to, as they cannot be proved.

229. No, I think not.

230. Yes, I think the relief to broken-down agriculturists should be continued even when the acute distress has subsided, and it should be given just before the commencement of the agricultural season.

231. All classes of agriculturists should be helped under Object IV and particularly the destitute Patels and Kulkarnis, inferior village servants, such as Shetsandis, Walikars, etc., small occupants and tenants who for various reasons are unable to obtain Government loans (takavi).

232. I think not; those that get loans from Government in the form of takavi advances should not be given any help from this charity fund.

233. Yes, it could be very usefully spent in supplementing takavi advances when they are not enough to meet all the requirements of the recipients. I have actually done so.

234. Yes, the operation of the Indian Famine Charitable Relief Fund contributed greatly as supplementary to Government relief, and has served, no doubt, very useful purposes, such as assistance to cultivators in carrying out the agricultural operations, etc.

235. I believe in all about R54,000 were spent in the Sindgi Taluka from the charity fund on objects specified by the Central Committee; but the major portion of the money was spent in giving relief to poor cultivators for the purchase of seed, cattle, etc.

236. No, I have not got the figures, but I can positively say that it was given on a very liberal scale.

237. I think clothing was the most favourable and highly esteemed.

238. Relieving respectable but destitute persons by small monthly allowances varying from R10 to R3 a month.

239. Yes, I think it was quite right that most of the fund was used up in relieving the broken-down agriculturists.

240. Yes, I believe this form of relief has resulted in great economic advantage to the country in various ways.

241. No, I have not got correct figures, but I am sure that a very large area was sown with the aid from the charity fund.

As to Emigran's and Wanderers.

242. No, there were very few wanderers. They were relieved by admission to relief works or poor-houses.

243. No, there was not so much wandering, nor were there any jungle people.

244. No, I believe not, although I have not got figures.

245. They were from the Sindgi Taluka, but they had emigrated with their cattle to tracts where fodder and water was available for the cattle.

246. There were no wanderers from Native States, but, so far as I know, no distinction was made in their treatment.

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As to the mortality during the famine period.

248. I am unable to answer this question as the figures are not available.

249. *Vide A. 248.* I, however, believe that the death ratio was higher in the latter two years, probably owing to the prevalence of cholera.

250. Yes, I do attribute this result to the success with which the distress was met by relief measures of various kinds.

251. Yes, in dry years when there is no scarcity, the health of the people is very good and the death rate ordinarily low. I do not, however, ascribe the difference between the mortality in years accompanied by severe distress to causes connected with scarcity, but to the prevalence of cholera, at least in the Sindgi Taluka, where, if there was any excess at all, I attribute it entirely to the outbreak of cholera.

I do not think the compensating influence on the public health resulting from exceptional dryness would tend to mask the full effect of scarcity of food to any appreciable extent.

252. Yes, I think it was indirectly due to the short supply of potable water and concentration of impurities therein, and directly to the outbreak of cholera which is originated or intensified by it.

253. There were very few deaths due to those causes, I believe, but I don't think the rate of mortality was very high.

254. Yes, I think the diet supplied to the different classes of relief workers was sufficient to maintain their health. I have no alterations to suggest in the scale laid down in the Famine Code.

255. I am unable to give the numbers as I have not got any information on the point. No, there were very rare cases in which the parents abandoned their children.

256. Timely relief to all classes of famine-stricken people was given and consequently there was not a single death due to starvation.

257. I don't think the measures of State relief were defective in any respect. The mortality was not due to insanitary conditions prevailing in the relief camp, etc. I have no suggestions to make to secure better sanitary arrangements, as the present rules are sufficient, if worked carefully. Yes, every endeavour was made to protect water-supply from contamination. None of the relief workers were allowed to go near the water-supply, which was distributed by Bhists specially employed for the purpose.

258. Yes, I think on the whole it was sufficient and they had sufficient supply of medicines, etc., for the sick.

As to the Pressure of Population.

259. Yes, it has increased from 626,889 in 1881 to 796,339 in 1891. No census was taken in 1896, and figures of the census of 1871 are not available.

260. Figures are not available, but from my experience I believe the birth-rate on the whole is on the increase.

261. I have not got statistical information to answer this question.

262. Yes, I think this increase was mainly due to the natural and unrestrained fecundity of the people.

263. All these causes combined contribute greatly to the growth of the population.

264. No, the area under food-grains I don't think increased *pari passu* with the population. No, the food-producing capacity has not increased.

265. The growth of the population quite beyond the means of subsistence available in a country, if not checked either by the exercise of prudential checks, as is done by the higher classes of society in England or by emigration, must produce miseries of all sorts due to want of food and proper means of subsistence. The miseries of the general population witnessed in the recent famine were mainly due, I think, to the large number of children each family had to support.

266. Yes, the wages of the labourers have increased with the prices of food.

267. Yes, they indicate. Yes, scarcity is likely to add to the actual famine under the given conditions.

268. The remote effects would be, I believe, to alleviate to a material extent the pressure of famine upon the people within the area thus protected by irrigation. Yes, I think it may be.

269. The only way to obviate the tendency of such growth of population far in excess of the means of subsistence is to compel the excess population to emigrate to countries where much land remains yet to be brought under cultivation; but owing to caste prejudices there would be some insurmountable difficulties in carrying out the measure.

270. I think it would be difficult to work out the problem here as was done in England, for the people are not accustomed to emigration, especially owing to caste prejudices.

271. The great wish of a Hindu's life is to get married and have children. Therefore no class is so likely to prove troublesome to the living as the ghosts of the unwed dead. As prevention is better than cure, the Hindus have arranged to keep the class of unwed dead as small as possible, by, whenever they could afford it, marrying their boys and girls in infancy. It is owing to this deep-rooted belief that the necessary prudential checks with regard to the numbers of children to be brought into the world are not exercised to any appreciable extent. Education may pervade at some remote period in India to similar extent.

272. Yes, irrigation no doubt increases the productiveness of the soil and gives rise to malaria, which at the same time has a bad effect on the fecundity of the people. Yes, I think these facts do establish an equilibrium between the population and the food production of irrigated tracts. Yes, I believe these bring about the desired result.

As to the ordinary food of the people.

273. Jowari is the staple food of the labourers and artisans. All the other well-to-do people, both in country and town, use wheat.

274. They eat three times a day. Each meal ordinarily consists of a bread and powdered chillies.

275. Ragi is used in the absence of jowari.

276. Jowari is more palatable and digestible than ragi.

277. They refuse to use other grains because they are not accustomed to them.

278. Jowari, Ragi and Dal Tur.

279. Two meals a day were given in poor-houses and kitchens. The meals, except in the case of sickly persons, consisted of bread and Dal Tur with sweet oil. All sickly persons were allowed diet prescribed by medical officers.

280. No complaints were made, except that the parents often murmured that the food allowed was insufficient.

281. I am unable to answer this question.

As to food-stocks and prices.

282. I think the increase in prices of food-grains was on the whole natural and reasonable, being due to the failure of harvests and unusual lowness of stocks, and not to the wild speculation and holding up for high profits.

283. I can't answer this question as I have not got statistics.

283 (a). The difference in prices ranged from 4 to 6 lbs. per rupee.

284. The statistical information required to answer this question is not available.

285. I believe they all obtained their supplies from the nearest local mart at the prevailing prices.

286. Yes, they always did so, as the supply in the local markets was sufficient.

287. No, no food-grains were exported from distressed tracts while the high prices prevailed.

288. I don't think that any grain-dealer in the Sindgi Taluka made much out of grain trade, but some of them might have earned a little more profit.

289. I don't think either the merchants or the cultivators had any large quantity of grain in stock, and consequently, so far as my experience goes, there were very

few grain-pits which were opened at the close of the distress.

290. Yes, they had, but such were very few, not more than 5 per cent.

291. They got high prices, but not, I think, as high as the grain-dealers got.

292. No, there was not much difference between the wholesale and retail prices of food-grains.

293. The habit of storing food-grains in pits has diminished to a great extent since the opening of the Southern Maratha Railway, by means of which the food-grains can be exported abroad when they fetch good prices.

294. Yes, the introduction of the railways has encouraged, no doubt, export of the surplus to sea-ports and other places. When crops fail and prices go up, the private trade is no doubt ready to import.

295. I have not got statistical information to answer this question, but I can safely say that they were relieved to a material extent.

296. The persons relieved belonged to the following classes: Lingayats, Ruddars, Mussalmans, Mahars, Mangs and Marathas, etc.

297. The inability of the distressed people was due to pecuniary difficulties particularly. Yes, I believe all suffered equally.

298. The wages of labourers did not go up as there was no demand for their employment, but artizans, such as village carpenters and blacksmiths, got only a little higher wages even on the relief works.

299. Yes, foreign goods as well as Indian mill productions have reduced to a great extent the purchasing power of the artizan class and especially of the weavers.

300. The resisting power which the people showed at the time of the last famine was somewhat greater than that shown on the present occasion, as this time the relief was given in time and therefore there was no proper opportunity for testing it.

301. Yes, people in general showed reluctance at first to go to a poor-house, but when they observed that the food given was good and that the caste prejudices were carefully respected, they gave in. They, however, willingly joined the relief works as soon as they were started.

302. They did not sell this time their jewellery and brass pots, but they had to dispose of their cattle only for want of fodder.

303. No action was taken by me, but I simply advised occasionally the merchants to have sufficient food supplies.

304. On the whole, I think importation of food supplies by Government for the use of kitchens and poor-houses, etc., would not have resulted in any material advantage to Government. The prices of food-grains would, however, have undergone some changes, and the private trade would perhaps have been discouraged to some extent.

305. So far as I know, there were no such rings of grain-dealers in my taluka. I don't think there is any legitimate method of breaking such rings, if any, except by importing grain and under-selling it.

Addenda.

113. Yes, the great preponderance of women and children on the relief works was due to (1) a desire to increase the collective earnings of a family; (2) the fact that some adult male members were employed on constructing embankments and on deep digging and soil clearing, etc., out of takavi advances. Yes, I think the adult males got something more, and besides the labourers preferred to remain on private works near their homes even on smaller wages than those paid on the relief works, where they have to undergo some discipline also.

113A. Yes, I think it to be a very good policy to at once arrange for special employment of labour by the Public Works Department on ordinary terms before the people are reduced in strength. Yes, I think so.

113B. Yes, I think it is necessary to make special provision for the employment of the very poor who have been left without resources.

113C. Yes, I think it should properly be debited to Famine Relief.

113D. I have no suggestions to offer.

Answers to questions laid down in paragraph 4 of letter No. 65, dated the 7th January 1898, from the Secretary to the Famine Commission.

Mr. R. C. Artal.

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(a) So far as my experience goes the provisions of the Bombay Famine Code of 1896 have not been departed from, except that the provisions of Section 126, relating to the collection of children into enclosures while their parents were employed on the work, could not be strictly complied with in all cases.

(b) All the relief measures adopted in the last famine proved highly successful so far as they related to the relief of distress and the saving of human life. Every endeavour was made to carry out the relief measures as economically as possible.

(c) I think that all the measures and methods of working followed on the present occasion admit of no improvement, except that the Special Civil Officers appointed under Section 90 of the Famine Code should not be lower in rank than a Mamlatdar of the lowest grade.

(d) I have given my opinion on the various measures adopted at the recent famine for the relief of the distressed, in answer to the several questions issued by the Famine Commission.

(*President.*)—You are Deputy Collector of Nasik?—Yes.

When the famine was coming on you were in Bijapur?—Yes. I was there for five years from October 1892.

What works were you specially employed on in Bijapur?—I was District Deputy Collector for five years, and during the famine I was in charge of the relief works started by the Civil agency.

Where were you in the famine of 1876-77?—I was then in the Dharwar District. Famine was very bad there.

What class of people were affected? Were they Mahomedans, Maratha or lower classes? What profession did they follow?—We had all classes. They cultivate lands. Some are field labourers, some are weavers. They are less thrifty and are not inclined to work. They have always been a poor class. They earn their money and spend it. They do not keep any reserve.

The other two classes?—One does nothing and the other does cooly work for others. There are some weavers employed in weaving works. They have not got their own looms.

Do you think any special measure for the relief of weavers is wanted?—Yes, but except works we had nothing of the sort that would suit them. I bought clothing from the weavers for distribution to the poor. Generally I employed them on earth-work.

Do you think it does them any harm to work on earth-work in preference to other works?—They did not complain that the work was not suitable. They preferred earth-work to metal work.

Do you think it would be better to have several relief works in the north?—There are 20 to 25 per cent. weavers of this A class in the north, and they generally suffered much.

You say people then showed more resisting power. What do you mean by that?—In 1876-77 people sold their jewels and ornaments. This time they did not. In 1876-77 I knew a man who was a sovakar who used to buy ornaments of gold and silver from the people. This time I did not see that. Few were sold as compared to 1876-77. Those who sold were cultivators.

Higher classes of people did not go on relief work in the last famine?—No, they lived more idly then than they do now.

In answer to question 26 you say, "the people did resort to relief works with great eagerness and at an earlier stage of distress than in the great famine of 1876-77." How do you explain this? Yes. Works were started earlier and arrangements for admission to work and payment of wages were much better.

What is your opinion about the advantages and the disadvantages of the kitchen on relief works as compared with cash dole?—On economical grounds it is better to have kitchens. On the 21st of March the recipients were considerably greater. They were reduced to $\frac{1}{4}$ when the kitchens were started. Children were supported by their parents. Children of Mhars were in very good health.

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What class of people had kept their children away?—Lingayats and other high class people, because their caste rules would not allow them, and when we started kitchens they said they were losing their caste.

Do you believe that the people sent their children in charge of other people to the work?—Some might have. Others had left their children at home, and those which were brought here were given very little work. They were classed D; it was only an inducement to come to work.

Do you know of any gratuitous village relief?—Yes.

From how many circles?—From 150 villages which are divided into 17 circles. Each circle had from 6 to 8 villages.

Were these Circle Inspectors thoroughly known to the people?—Yes, all.

Who used to go and examine the village dole?—In the beginning there was some partiality shown. The Relief Mamlatdar used to examine, I used to examine and the Collector used to examine.

It has been proposed that small village works should be opened, so that those people should be admitted who had good reason for not going to the distant works?—Yes, if they were people who had cattle, or were weak, or had sick relations to attend to, or the wives and children of the village servants who were required to do village work.

Do you think that a line could be drawn between people who ought to be told to go to the distant work, and the people who ought to be told to remain in the village to do the village work?—It is very difficult to say. How can we say that one man is fit to go to the distant work and another man is not fit to go there.

You say that the Circle Inspector knows everybody in the village?—Yes. But you cannot depend upon them. As soon as we started village works, Patels and Kulkarnis could be put on them.

Then the larger numbers were decreased by the distant works?—Yes.

The works should not be very close to the villages; these people must have come from some distance from their homes, the rule being nobody who did not come from a distance should be engaged?—No such distinction was observed.

Was it actually in force?—Yes, it was enforced in the case of those persons who were close to the works, otherwise there would be a great rush of people.

The wage for a man and a woman is different. Do you think it ought to be so? Do you think that when a man and a woman were both doing work in the B class or the C class, a man ought to be given more?—Yes.

Why?—A man is stronger and does more work.

Were payments made once a week?—Not in the beginning, afterwards once a week regularly.

Do you think that once a week would be enough?—Quite.

Do you think that people knew how much they ought to get?—They knew. The payments were made by the cashier to each person and not to the gangman. I know of one instance in which a mother came forward to receive payment for her daughter. The cashier insisted on her producing the daughter, and then it was discovered that the daughter had left the work two days before.

Do you think that the people who took takavi were people who actually worked in their fields?—Yes, they actually did so on their farms.

In answer to question 160, you say, "yes, in some cases it places a stigma upon the recipients of higher society". Why?—There was one Brahmin Deshpande family, and there was also a Lingayat Desai family who though in straitened circumstances refused relief from village dole or from the Charitable Fund. There was one Mahomedan Inamdar's family who also refused for the first five months, but received it afterwards.

In answer to question 182, you say, "Yes, some legal powers are absolutely necessary, as some beggars, etc., flatly refuse to go to a poor-house." Were the numbers of these beggars very large?—No.

Were they starving? Why did you think it necessary to make them go to the poor-house?—They were wandering here and there and many could get nothing to eat.

You say that they were not allowed to go at any time they liked. When did they leave their works?—After 6

o'clock. The old women especially wanted to take food to their houses. They were very anxious to go home, and used to cry.

Do you think that the raiyats borrowed any money?—Yes, at the time of sowing the crop they borrowed at a very high rate which is known as *sardani*, i.e., if he borrowed one rupee in the month of November they would return one rupee four annas after four months, i.e., 75 per cent. per annum.

Do you think that the land-holding raiyats left their cattle in charge of the occupants?—They sent the cattle to Malad. Many went to my own native district, Dharwar. The cattle did not like the grass of Malad and they died.

(Dr. Richardson.)—Could you not feed them on *karbi* cut in small pieces?—In Dharwar they do it, but not in the Bijapur District.

(Mr. Holderness.)—Have the people sold their gold and silver ornaments?—I do not know. They have no gold and silver ornaments to sell. They had them in 1876.

What is the reason?—During the cotton mania of 1862—64 they had a good deal of money, and they bought a good deal of gold and silver.

There is very little cotton in Bijapur?—Both the varieties, indigenous and American, are grown and as to the extent, vide Bombay Government Gazetteer of the Bijapur District.

On what evidence do you say that?—I could see that.

I think about 14 large works were opened at Bijapur?—Yes, 15 to 20 miles distant from each village. I had three large works in the Sindgi Taluka.

A great many people who went to these works were obliged to reside there?—Yes.

Small cultivators who lived at a distance, did they go to reside on the works?—Yes.

All the people who really needed relief came out?—Yes.

They were not excluded for having to come a short distance?—No.

In your experience how much *jowari* do you think a man required? How many ounces?—About 3½ lb per day by those doing hard field work, such as deep-digging and soil-clearing. The cultivators prefer taking bread generally.

You think B wage is sufficient for men?—Generally sufficient for old people and women, but not for strong men.

You think they have strong objections to poor-houses?—Yes.

You opened some kitchens. Had they equally strong objections to these kitchens?—At the commencement they had, but after a time they had none.

These people continued to receive a dole in the form of food?—Yes, they all went to the kitchen.

Do you think kitchen food is good?—Yes, it is good. At first they objected to the poor-house. They preferred to live on village dole.

Was there borrowing of money between the cultivators and the *Sowcars*? We were told by another witness that they would not lend them any money?—Because the *Sowcars* knew that according to Government resolution Government had a prior claim for the recovery of their advances. Ever since that resolution was passed the *Sowcars* refused to lend money in most cases.

Has the Deccan Agriculturists' Act made borrowing more difficult?—It is not applied to my district. A Brahmin having landed property borrowed from Government ₹1,000 as *tagai*. Out of this he spent 40 or 50 per cent. only on works. He wanted to borrow ₹500 from a *Sowcar* on the security of the same land, but the *Sowcar* refused to lend, because the land had already been mortgaged to the State.

And what of the rest?—He misappropriated it. The man admitted it to me.

You think this is better than going on relief works?—Yes. It is better than allowing them to borrow from a *Sowcar* at an exorbitant rate.

Don't you think that at the end of the famine they would be able to repay the debt?—Yes, provided the crops are good. They would have done it this year if the crops were good.

These advances are recoverable within 10 years?—From 5 to 10 years.

You often have famines in the Bijapur District?—About 20 years ago there was a famine; again in 1891 there was scarcity.

You think you can extend the system of advance by the *Sowcars* provided they get an Act to recover it?—Yes.

The tanks you mention are all finished?—One was finished; the other just commenced.

Would they be especially useful for irrigation?—Yes.

What happened to the old women, blind men, children, lepers, etc., referred to in your answer to question No. 152?—They were supported by their relations, friends and private charity.

Were people told that they must again support their poor?—It was made known to them that the Government would stop their charity.

The population seems to have increased very largely?—Yes.

Has there been no change in the area of the district you refer to?—No.

Are the families especially large?—There are a large number of children. Every man on an average has 4 or 5 children. One lame man who could not do any work had 7 children.

Were grain pits emptied?—I know from personal knowledge that they were emptied after the September heavy rains. Such cases were rare, about 10 at the utmost.

When the famine first commenced in the district was there a good deal of grain in store?—I do not think there was.

Is the practice of storing grain general?—It was formerly so.

Some large raiyats keep large stocks?—5 per cent.

Do any grain-dealers keep stocks?—No.

How is the district fed when the crops fail? Where does it come from?—A good deal comes from the Nizam's States. It is imported by carts. When the monsoon sets in carts cannot come: we get *jowari* from Dharwar and other places. We import *ragi* from the Mysore districts.

(*President.*)—If the raiyat employs a cooly on agricultural work, does he pay him the same wages as the Public Works Department?—He pays a little less in grain. The number of measures is according to the cash price. It is the practice to pay in grain. They take cash into consideration and convert it into grain.

You say that the cash rate has gone up?—About 2 annas. Labour was three pice when grain was very cheap. Children were paid in proportion.

During the famine had the people to pay the coolies at a higher rate or lower rate than usual?—Lower rate.

How do these coolies live? If they earn less and the price of grain is higher, how do they manage?—They pull on, live somehow or other.

(*Mr. Bose.*)—Had you a modified scale?—We calculate the scale in proportion to the work done by each gang. That was at the time when the famine was very acute.

They were reduced below the minimum rates when the scale was introduced?—Yes.

Were there many fines below the minimum?—Yes. They did not care to do work. For instance, some ten or fifteen persons in the gang would leave the work as soon as roll-call was over and the rest would try to do their best to bring the work up. A man had a mother-in-law or other elderly person. He would not allow them to work, but tried to finish the

work himself. He could not do it, and consequently they were fined.

(*Mr. Monteath.*)—With regard to "distance test." Do you think people could walk 12 miles and do their task as well?—Yes, they could do it. I have seen it. From Jalwadi they went to Devar-Hippargi-Talikot road, about 6 miles off, and came back. They were more comfortable in their houses.

When you made advances did you take agreements?—That rule was not brought into force till the middle of February.

Did you allow a man to take advances and go on three or four months without carrying out the desired works?—It was very difficult to ascertain; in one case I found it very difficult to get the man to commence the work.

When did you introduce this system?—In February or March; not before that.

You are always required to see as far as you can that the advanced money has been spent?—We tried our best. When I knew of the men's behaviour I issued them a number of notices. They explained and admitted frankly that they had spent so much in buying *jowari*, fodder and in paying off debts and land revenue, etc.

How did you get that estimate of 30 to 40 per cent.?—I collected that information.

You paid this man the money in November and he had to pay his first instalment in February?—He used the money for various other purposes, and the major portion of the advance was spent before the end of March.

You had no occasion to pay the money in this way?—When I found that they did not spend the money then I issued them notices.

If you were satisfied that he was not able to pay, you should not have paid him?—It was impossible for an enquiry officer to foresee and prevent such misapplication.

Did you hear anything about fodder?—A large quantity of fodder was imported into the district from the Nizam's Territory.

In 1891-92, according to the Railway returns, two lakhs of maunds were imported?—I don't remember.

On what ground do you state that the storing of grain is not carried on to the same extent as it was before?—I am a farmer myself; I have not got a large stock. (*Vide* my answer to question No. 293.)

You know that there was scarcity in 1891-92?—Yes. Some pits were opened in the beginning of the famine.

Was any grain bought?—On the 1st of January I bought grain for sale.

It was said by some witnesses that no grain was in stock after the famine was over?—They were found in one or two cases when I examined the pits.

Did you find any people who had objection to eating food from the kitchens?—Yes. The Lingayats who formed the bulk of the higher classes.

On sentimental grounds they objected to eating that food instead of getting cash?—Yes, out of caste prejudices.

(*Mr. Holderness.*)—What quality of grain was given to the children?—*Jowari* of the best sort.

There were several qualities in the bazaar?—There are two qualities—white and red. But white *jowari* was sold in the bazaar. Some quantity of red *jowari* was imported from Dharwar and the Mysore territory. Red *jowari* poor people do not like.

Mr. R. C. Ardal.

28th Feb. 1898.

At the Council House, Bombay.

TWENTY-FOURTH DAY.

Tuesday, 1st March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I., (PRESIDENT).

SURGEON COLONEL J. RICHARDSON.

MR. T. W. HOLDBENESS C.S.I.

MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

HON'BLE MR. J. MONTEATH, C.S.I. (Temporary
Member for Bombay).

MR. H. J. MCINTOSH, Secretary.

MR. J. P. ORR, Acting Under Secretary, Revenue and Financial Departments, Bombay Government, called in and examined.

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I put in a written statement of evidence.

1. I held charge of the Western Sub-division of the Poona District throughout the famine, and, as my records are all in Poona, I feel that there are very few of the questions set by the Famine Commission that I can answer in detail with accuracy.

2. The distress was due to the heaviness of the early rains and the failure of the late locally, and also to abnormally high prices, and the closure of the Bombay labour market on account of plague.

3. The Western Sub-division of the Poona District comprises two tracts as distinct from one another in their conditions as two widely separated countries:—

(1) The Mawal or western side.

(2) The Deshi or plain side.

4. The Mawal side consists of a series of parallel valleys and hill ranges running from 20 to 25 miles east-south-east from the ridge of the Sahyadri hills; well wooded near the ghâts, sparsely wooded in the middle, and bare in the last seven miles on the east; rainfall very heavy near the ghâts and gradually lightening eastwards, but everywhere heavy compared with that on the Deshi side. People—Kolis and Kunbis, chiefly the former. Staple crops—rice and nâgli; the former for trade, the latter for home consumption. System of cultivation—râb, of which the main features are preparation of a seed-bed by burning cowdung, branches, and grass on it and transplantation of the seedlings to an area ten times greater; but the most important feature in connection with famine is the continuousness of the necessary field work with hardly any intermission throughout the year on a farm of average size. There is no irrigation and practically no second crop. Condition of people—poor: most live from hand to mouth, hopelessly involved in debt; the Kolis are being gradually civilized and reclaimed from lawlessness, but are still liable to outbreaks and are therefore a source of alarm to merchants and subordinate officials living in the vicinity of their hills. Local stocks of grain are negligible; for half the crop goes to the non-resident mortgagee, and even the whole of an average crop is little more than sufficient for the maintenance of an average family; the mortgagees' serfs eke out their existence, Kolis by sale of hirda nuts in Ambegaon Petha, and Kunbis by seeking labour in Bombay; but, even so, they are dependent for their seed and for food during the rains on the loans of their mortgagees and are therefore sinking more and more inextricably into debt. Markets are at distant places in the plains, generally the head-quarters of the taluka; they are easily accessible by cart roads from Poona.

5. The Mawal side was hitherto supposed to be immune from famine on account of the heaviness and steadiness of the rainfall. There was practically no famine there in 1876-77; but in the past famine this tract suffered more than any other part of the Poona District, the outturn of the crops averaging less than 4 annas in the rupee.

6. The effect of the heavy early rain was to beat down the young seedlings and so damage them directly and also to swell the torrents from the hills, so that they brought down the protecting banks upon the seed-beds and carried the seedlings away or smothered them in their beds and worked extraordinary havoc with the banks of the transplantation area so as to impair the water-retaining capacity and therefore the productivity of the fields. Even where the banks of the nurseries and the transplantation area escaped damage, the battered seedlings could not have yielded anything like an average crop in any case, and, as it was, they

had to undergo the further disadvantage of want of rain in the latter part of the season and so quickly withered. Nâgli and wari suffered in the same way, but yielded even less than rice, because they are by nature susceptible to greater injury than rice from excess of rain in their early days and lack of it later on. The people of the narrower valleys between broad steep hills naturally suffered most, because the greater part of their crops consisted of nâgli and wari which are ordinarily liable to greater damage than rice, while the little rice they had suffered more than elsewhere on account of the greater violence of the torrents escaping through narrow outlets. Rice suffered much less injury in the broader valleys.

7. The main difficulties to be encountered in directing famine relief in this tract are—

(1) First and foremost the impossibility of maintaining relief works near the hills in the rains on account of the heavy rainfall.

(2) The necessity of keeping agriculturists near their fields for the greater part of the year, but particularly in the rains.

(3) The difficulty of persuading the Kolis, even landless labourers, to leave their hills for work in the plains.

(4) The necessity of getting the people to work somewhere to keep them from joining the numerous outlaws they harbour in dacoities.

(5) The necessity of securing grain-merchants against dacoities in order to encourage them to store grain within easy reach of the hills.

(6) The necessity of supplying the place of the grain and money-lender at the end of the hot season and throughout the rains to find food, seed and cattle for the agriculturists; for no money-lender would dream of making further advances to people whose credit is so far exhausted.

(7) The difficulty of finding security for loans among such a debt-ridden people.

(8) The difficulty of getting grain for village doles conveyed to the hill villages especially in the rains.

(9) The absolute necessity of getting field banks repaired before the beginning of the rains.

8. (6) and (9) are met by tãgai, and for (7) there is no resource but the Charitable Relief Fund.

9. The enormous demand upon these sources of relief and upon village doles resulting from (1), (2), (3) and (4) in the rains necessitates a modification of the ordinary policy of not encouraging people to come to relief works until all their home resources are exhausted. It is a better policy to preach "Save what little you have at home against the rains when other means of relief can't reach you, when you must either be near your crops or abandon them and home altogether; till then come and earn your daily bread on works near enough to your homes to permit you to run home for a few days at a time to prepare your fields and to negotiate for tãgai."

10. In view of (2), (3) and (4) relief works near the hills are absolutely necessary. Landless labourers were very soon driven by want to the works first opened twenty miles from their homes, and in accordance with promises made to many large assemblies of Kolis, the relief camps were gradually brought nearer to the hills as the attendance of Kolis at them increased, so that by the time the agriculturists, who had been able to hold out longer than mere labourers by

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means of the little crop they reaped, began to feel the pinch, there was a relief camp established within 15 miles of the most distant hills of the distressed tract, so that the experiment of forcing the people to attend more distant camps was never actually tried; but no one acquainted with these hill people and their method of cultivation will deny that to try such a dangerous experiment would be to court disaster. As it was, there were several villages in which the people (they move in masses) preferred to let themselves run down to a condition in which gratuitous relief was absolutely necessary to save them from death rather than go to distant works when the camps on the Ambegaon road were closed on account of rain; and this partly explains the enormous increase of the number of village doles in the rains. In my opinion, the timely opening of works near the hills, even if they are sparsely attended, is a safeguard against the demoralisation to which the hill people are prone when they have no ocular evidence of the actual existence of means of relief within easy reach of them.

11. (5) and (8) can be met by protecting trade routes and grain centres by additional police, preferably Pardesis. The merchants of Ambegaon were induced to apply for additional police at their own expense; and the presence of this special guard and of additional police who happened to have been posted on a neighbouring village (Borghar) notorious for dacoities and murders, gave such confidence to the merchants, that the stock of grain at the weekly market never ran short and doles were distributed to thousands of persons who would otherwise have had to go or send 10 miles further for them. On the other hand, the stocks at Takwe Budruk and Nana, two unprotected market villages in Mawal Taluká, were always short, and dacoities were actually committed there. Strong police posts were placed on the passes in the gháts between Thana and Poona, with the result that dacoities were much rarer in Thana than was anticipated and much grain was brought up from the villages below gháts to the hill villages above.

12. Enquiry into petitions for *tagái* for land improvement (chiefly repairing banks) cannot be commenced too early; but the actual payment should be deferred until there is only just time to complete the work before the rains. The rule that was found to work most successfully was to estimate on the spot the number of days (n , say) in which the absolutely necessary work (disregarding all great schemes and fancy work) can be done by the number of persons the applicant promises to employ, to calculate the cost (say, x rupees) of maintenance of those persons for n days and of the applicant's family during the rains (say, y rupees) and to order Rs. $(x+y)$ to be paid $n+7$ (margin) days before the rains, telling the applicant to go to relief works meanwhile. Where the work to be done is *ráb*-burning, which must be done in its proper season before the Elephas set in, the order is for the payment of x rupees in the *ráb*-burning season and y rupees when works are closed on account of the rains. The appointment of a special *Tágai* Mamlatdar was found most useful and is absolutely necessary here in time of famine.

13. The *Tágai* Mamlatdar is most useful for arranging not only for loans under the Land Improvement Loans Act, but also for those under the Agriculturists' Loans Act and for grants from the Charitable Relief Fund. The rush for these two latter classes of grants for seed, cattle and maintenance early in June was too overwhelming to be met in time by ordinary procedure; but a specially sanctioned summary procedure for allotment of grants not on individual applications, but on village lists and in anticipation of the execution of the necessary documents was found most effective; but if it is ever adopted again it should be started early in May.

14. The necessity of keeping *ráb* cultivators near their homes, especially in the *ráb*-burning season and just before the rains, when banks are being repaired, renders it desirable to have as many small works dotted about the country as can be efficiently supervised, especially where there are hindrances to the grant of *tagái* for repairing banks. The erection of forest boundary-marks and the clearance of mud from a few tanks were undertaken to supply this need. Clearance of overgrown prickly-pear and repairs to many hill passes, the impossibility of which forms the only checks in what might otherwise be most useful trade routes, were contemplated, but could not be undertaken for want of a supervising staff. Tank work was very popular on account of the interest the workers had in doing the work well, and for similar reasons work on passes would be popular too, and I think it would be good policy to devote more money to such works, economising supervision by the piece-work system. It may be possible to find a Patel willing to accept

a sum equivalent to the cost of, say, a fortnight's work, as if it were *tagái*, on the condition that so much of it as is found at the fortnightly inspection to be covered by the amount of work done at piece-work rates shall be remitted and fresh advances made only if the work is done satisfactorily. This system would save much clerical labour in muster rolls, vouchers, receipts, etc., and might be extended to such works as dams across rivers and banks to retain soil on slopes liable to erosion, where the work done is easily measured.

15. Cessation of work, but not of pay on Sunday, permits the cultivators to pay flying visits to their homes and fields; but Sunday pay should be given (on Saturday) only to those who have been at work on Thursday, Friday and Saturday.

16. The demands of field work partly account for the excess of women and children over men at the works; for women seldom take part in the cutting of *táhal* for *ráb*. The continuousness of field work over *ráb*ed crops is also largely responsible for the large numbers of village doles in the rains. Adults cannot leave their crops for more than a few days at a time, and, therefore, when they have no resources left, they and their children can only be maintained, in the absence of small works in or near their fields, by gratuitous relief.

17. I have nothing more to say with particular reference to the Mawal side; and the Deshi side of my charge had no distinctive features as compared with the rest of the affected tract in the Deccan Desh, about which the Commission have many other witnesses. The only fault in the administration peculiar to the Deshi side that I noticed was a certain rashness and undue liberality in the grant of *tagái* for wells through the non-observance of the useful rule that such grants should be made in two instalments, the first only just sufficient to cover the cost of digging and blasting and the second for building, when it has been ascertained by actual inspection that a sufficient supply of water has been reached.

18. I had some experience of the management of relief works, as there was for some months a stone-breaking work under Civil Agency at Kewade in my charge and for the first fortnight the Khadkala works were under my charge. One of the initial difficulties was the want of professional blasters to keep the rank and file sufficiently supplied with material to break. This can perhaps be removed in future by the employment of men on piece-work at the quarries to get stone ready before distress has deepened sufficiently to warrant the opening of regular relief works.

19. Fining by gangs for short work and enforcement of residence both resulted in a marked diminution of the attendance; the latter measure indeed resulted in a strike for a few days at Khadkala, but experience showed that both residence and individual task work could be enforced by firmness without great difficulty, and both tend to keep off loafers not in real need of relief. At the same time no harm resulted at Kewade from not enforcing residence, because in such a poverty-stricken neighbourhood the number of persons not in real need of relief was negligible and loafers were punished not merely by fine in proportion to their work, but after a few warnings by summary eviction from the works, a system which I consider infinitely preferable to fining whole gangs down to a pice below the "minimum wage."

20. The fact that the proportion of work actually done by gangs at Kewade to full task was always very high compared with that at other works may be ascribed in some measure to the "peg system," under which each man's task was pegged out in front of him on equal bases with pegs varying in height according to the worker's class to show what height the day's pile was to reach. This facilitated measurement of work and calculation of fine; but its chief virtue was that each worker knew what he had to work up to and saw the justice of fines when comparing his neighbour's pile with his own.

21. By means of this system it would be easy to make the family the unit for payment, and so effect an immense saving of clerical work. Each family would have its task pegged out in front of it, the breadth and height uniform, the length proportionate to the full task, depending on the class of the various members of the family. The peg being marked out in sixteenths, the number of sixteenths of full task done would be recorded each day and proportionate payment made accordingly to the head of the family, whose name would alone appear in muster rolls and accounts. The wage should be calculated to the nearest pice; pices are a nuisance.

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22. One suggestion I have to make about Circle Inspectors, and that is that they should be taught to estimate and report not merely the anna valuation of crops, but also their anna proportion and the anna proportion of the famine-fallow* area to the area ordinarily under crop and to treat dry crops and irrigated crops separately. The bare statement "bajri, 2 annas; jowari, 4 annas; wheat, 12 annas; gram, 8 annas; rice, 8 annas," might represent either of the two widely different cases represented below in the notation which I recommend and have adopted to great advantage in my own field note-books:—

| | Irrigated Rice. | DRY CROP. | | | | |
|-------------------|-----------------|-----------|--------|-------------|-------|----------------|
| | | KHARIF. | | RABI. | | |
| | | Jowari. | Bajri. | Wheat. | Gram. | Famine fallow. |
| Nadgaon. | | | | | | |
| Anna proportion . | 4 | 1 | 1 | 6 | 4 | ... |
| „ valuation . | 8 | 4 | 2 | 12 | 8 | ... |
| Vadgaon. | | | | | | |
| Anna proportion . | 1 | 2 | 4 | Negligible. | 1 | 8 |
| „ valuation . | 8 | 4 | 2 | 12 | 8 | ... |

This simple notation at once shows that of two villages which the present Circle Inspector's report would show under one description, Vadgaon is very badly off and Nadgaon very well off.

23. Generally speaking, I have found the provisions of the Famine Code suitable and workable, and I have not found reason to advocate any change in the broad lines of the famine relief system laid down in it. The changes I have proposed above relate to matters of detail in the administration of the system.

(President.)—You were in charge of a sub-division?—Yes.

How many talukas did your charge contain?—Three. I held charge of the Western sub-division of the Poona District throughout the famine.

What are those talukas?—Mawal, Khed and Junnar.

Is there much difference in respect of debt between the *Kolis* and the *Kunbis*, or are they equally in debt?—The conditions vary from place to place: the *Kolis* of Khed and Junnar are extremely involved, and the *Kunbis* of the Mawal side are equally involved; but the *Kunbis* of the Deshi side are much less involved and the *Kolis* of Ambegaon mostly hold land free from mortgage.

The Deccan Agriculturists' Relief Act has now been applied to this part of the country?—Yes.

Are these hinda nuts of wild growth there?—Yes.

What is *waree*?—A grain similar to *ragi*; it is a poor crop, sown in the second year in dry crop rotation.

Why is it necessary to keep the cultivators of the Mawal side near their fields as stated in your paragraph 7 (2)?—Because under the *ráb* system of cultivation there is little or no respite from field work throughout the year. The rains begin with the sowing season, which is closely followed by the ploughing, transplanting and weeding seasons in succession and so on.

(Mr. Monteath.)—And this necessity is not confined I believe to the rains, is it?—No; it continues throughout the fair weather with reaping, threshing, stacking and selling, followed by *ráb*-collecting, *ráb*-spreading, *ráb*-burning, *ráb*-repairing and so on right up to the rains. The only slack time during the famine was in December and January when there was little or no crop for reaping, etc., and in this slack time the agriculturists still had some resources of their own and would not come to relief works.

(President.)—What is *ráb*?—A system of cultivation. The name is also given to the pile of cowdung, branches, grass and earth which is burnt on the bed in which seed is to be sown.

Is rice grown in that way?—Yes.

What is the time of planting seed?—About July.

In what month did relief works begin?—In December.

(Mr. Monteath.)—Did the crop inspection begin earlier?—Yes, the inspection by the Mamlatdar in September.

(President.)—Special circles were not formed then?—No, not until March; ordinary circles were maintained till then.

What relief works were first started?—Near Khed, the breaking of stone.

What after that?—Camps were gradually extended from Khed northwards to a place called Khanapur.

Are these original works?—Yes. All these are original works; they consist only of stone-breaking.

Were they freely resorted to?—Yes.

From the first?—Yes.

Were there any other kinds of work?—We had a few tanks cleared of mud.

Were they under the Public Works Department?—No; under the Local Board.

Were the stone-breaking works under the Public Works Department?—All, except that at Kewade, which was under Civil Agency.

Was residence in the relief camp insisted on at first?—No, not at first; it came to be enforced about January.

Were huttings supplied?—Yes; except at Kewade.

Were huttings supplied to the full number of people?—On most works they were quite insufficient till near the end of the hot season.

Was residence insisted upon in the case of people whose villages happened to be near?—Yes.

Do you think there was particular objection in the case of people who were near?—I do not think they objected.

In the rains did these people remain in the huts?—They generally left during the rains.

Do you think the people who were on work during the rains and who were compelled to reside in the huts, suffered in health from exposure?—I had no means of forming an opinion, as the camps were all closed early in the rains.

What were the huttings made of?—Of bamboos and matting.

Were they water-tight?—Not when I saw them in the beginning of the rains. I think they were made water-tight afterwards.

What was the proportion of men, women and children on these works?—I should say the number of women was three times the number of men. In the beginning of the work I found that some men stayed away and sent their wives and children to work, but when the *ráb*-burning season began they were obliged to stay away.

What class do the *Kolis* belong to?—They are mostly cultivators.

How were these people classed?—According to the Code.

Were they classed A and B and then fined to C and D?—I am not quite sure; it was left to the special Civil Officer. The tendency was to class low, mostly B.

Do you think it always necessary to have small local works in the District?—Yes.

Did the people remain in good health on the works?—Yes.

In some cases, I understand, they came to work in a rather reduced condition?—That was the exception.

Did the non-working children get a bread dole?—They were fed in the kitchen.

Did you find any difference in them?—No.

You found more men than women on the work of breaking stone?—No: more women than men.

Do you think men and women employed on the same work should get the same wages or would you give men higher rates?—I would give the same.

Have you formed any conclusion as to the sufficiency of the non-working children's ration?—Yes. I think it is sufficient.

Is it sufficient to the bigger children; and to the smaller children, should we give little ones less than the ration actually allowed?—I think a little more or less may be given according to the child's physique.

What does this table in paragraph 22 of your written evidence show?—The object of this table is to show the condition of crops of the whole area. In these two villages the anna valuation is the same. In Nadgaon there is no famine. In Vadgaon 8 annas, *i. e.*, one half of the land is famine fallow. Nadgaon is much better off than Vadgaon, as it has a 12-anna wheat crop over $\frac{1}{8}$ ths of its total area.

(*Mr. Monteath.*)—Does the anna valuation show the quality of the crops?—It simply shows the quality of the crop compared with the average crop, which is taken at sixteen annas.

What rupee unit do you refer to in anna proportion?—To the whole area cropped in an ordinary year.

(*Mr. Holdenness.*)—In paragraph 7 you speak of the difficulty of getting money for want of security. Are their lands usually mortgaged?—Yes.

Does this state of mortgage help to prevent men from obtaining advances from the Government for agriculture?—No, but we have to consider fully the value of the borrower's interest in the land offered as security.

Is there any rule regarding how Government is to be treated as compared with private creditors?—I think it has been ruled that where lands are mortgaged, Government is to be considered as the first creditor. Government has the first claim under the Land Improvement Act.

Does an advance made to them under the Land Improvement Act cause them permanent difficulty?—More or less, till the advance is repaid.

The only way is to give them advances?—Yes.

Supposing the works were 15 miles distant, were there a good many people who did not go to work?—Yes.

With regard to paragraph 11, did prices go very high?—Yes, they were three times the normal price. They went a little higher than in Poona.

At that time did Government help the people with money?—Yes.

Did they subsidize grain dealers?—No.

And that help to the people proved sufficient?—Yes.

Have you made sufficient arrangements for relief?—Yes.

What grain supply arrangements were made in the camp?—We got dealers to sell at a rate not unreasonably in excess of that at the nearest bazaar.

Was it a fair rate?—Yes.

Did they ever try to form a corner in grain?—Not to my knowledge.

Did they give grain of a fair quality?—Yes; we had it constantly tested.

Did you give advances under the Land Improvement Act for *ráb-burning*?—No. That was under the Famine Code.

Did you limit the amount in that case?—Yes, I inquired how much land a man possessed; I estimated how long he would take to *ráb* it all; I then estimated the cost of his maintenance during that period, and gave him the amount.

What time did you give for the repayment of these loans for *ráb-burnings*?—For twenty rupees one year; for two hundred rupees four years.

Was land revenue suspended at all?—Yes.

Has it been collected since?—I am not quite sure about that; I have left the district.

Were small works undertaken at the end of the famine?—Yes, a few.

Were they scattered?—Yes.

In paragraph 17 do you refer to the central part of your charge?—No, the eastern part.

The defect was that the man was given the whole advance at once instead of by instalments?—Yes; the proper method in case of a well estimated to cost Rs500 was to advance first Rs100 for digging, the remaining Rs400 being advanced only if the digger reached a sufficient supply of water. Otherwise the man would spend the Rs400 on himself.

Were these wells, made with *tágai* advances, of a permanent character?—Yes, if water were struck.

Are they masonry wells?—Yes.

Are they used always? We are told that the cultivators did not use them in good years?—I have seen few disused wells, and I fancy the water is deficient in such cases.

Do you think that when a good water-supply is reached the well is used?—Yes, invariably.

Your paragraph 20; does it refer to metal work?—Yes.

(*Dr. Richardson.*)—What became of those who were in the villages?—They were left to their own resources, and when they had nothing to live upon we had to give them just sufficient relief to prevent them from dying.

What was the condition of people when they came to work?—Generally fairly good; people on relief work were in fairly good condition.

What was the class of wage given to the majority?—In the beginning sometimes we gave them full wage.

Were they fined?—Yes, they were fined down to one pice below the minimum.

Was there much sickness among them?—No.

Any epidemic?—At the beginning of the rains we had cholera.

Was there a medical staff to help?—Yes. Hospital Assistants were appointed in April or May.

Were vegetables given to them?—In the kitchens they always gave vegetables to the children.

Were they easily procurable?—There was a little difficulty on the hills.

Did the children look in good condition?—Yes, I have not seen the children suffer.

They did not object to going to the kitchen?—Yes, they did in some places; they thought we were poisoning them.

Did they get over these objections?—Yes.

I suppose there was no caste objection?—No. We kept castes separate.

(*President.*)—When you opened kitchens did you force children on the works to go to them?—Yes.

In the rains some of these people had to be near their villages?—Yes.

Had you to give doles to a large number of people in the rains?—Yes, because if we did not give them they would die.

Do you think that in the rains it is impossible to carry on the relief works on the Mawal side?—Yes.

Is it then a busy time in the field?—Yes.

In fact in all cases where scarcity or famine prevails, you have to make special arrangements in the rains there?—Yes. We have to provide large grants from the Charitable Relief Funds.

When were the Charitable Relief Funds used?—They were chiefly used at the beginning of the rains for seed, cattle and maintenance.

Are the grants from these funds separate from the grain doles?—Yes.

Did the people of these tracts require very large assistance?—Yes.

(*Mr. Bose.*)—What work was given them?—Stone-breaking. In the rains they go to their fields; if they get a good harvest they thrive.

Do these people object to go to the distant works?—I think they prefer to stay in their villages. They would like such small works as "clearing tanks." We would like to employ them near their homes; but the difficulty is to provide supervision for a large number of scattered small works.

(*Mr. Monteath.*)—Did you find any difficulty in distinguishing those who really wanted loans for agricultural relief from those who did not want them?—There was some difficulty. We have had to inquire very closely whether their lands were mortgaged or not.

Do you object to the system of fining by gangs?—Yes. I consider that it is utterly demoralizing.

You did not find any difficulty in getting the work done by the men at Kewade?—No.

Was that metal-work?—Yes.

What is your opinion about the earth-work?—That would be more difficult to arrange for on the peg system.

(*Mr. Higham.*)—All the works were under the Public Works Department, except Kewade, which is under the Collector. Is it not?—Yes.

Mr. J. P. Orr.
1st Mar.
1898.

MR. A. R. BONUS, Acting Collector of Poona, called in and examined.

Mr. A. R.
Bonus.
1st Mar.
1898.

I put in a written statement of evidence.

1. Some provisions were found superfluous in the particular case of Poona. Special Relief officers were never employed, and only one Special Relief Manildar for three months in the western sub-division on tagai works.

2. I am not sure that the village committees (Section 56) were in all cases appointed. I am quite sure that in many cases they were of no use whatever. Village officers were not infrequently very slack in the preparation of the village registers and in getting the bills sent in.

3. About the end of October 1897, a modified system of piece-work was introduced on the Shetphal tank relief work, but task-work was still continued in the case of some of the workers. Mr. P. J. Corbett, Assistant Engineer in charge, will be best able to supply full details.

4. The Commissioner was empowered (Section 82) to authorise weekly payments. Mr. Corbett will be able to state how far this permission was availed of. It was universally adopted, as far as I know.

5. Section 85 of the Code was modified to an unimportant extent.

6. Special Civil officers were not given summary magisterial powers.

7. I do not think that the ticket of leave system was largely, if at all, adopted (Section 93). There were no poor-houses (Section 95).

8. There were no poor-houses.

9. Kitchens were not introduced till about February 1897, and on one large work at least they were not opened at all.

10. No action was taken under Famine Relief Code, 151 (a). As regards Section 144, see Government Resolutions Nos. 311, (28-1-97) Fam., and 2275, Financial Department (25-5-97).

B.—Success of Measures.

As regards the saving of life, the measures adopted have been successful. No death can be put down to starvation. I have not yet got the mortality figures worked out, for they are complicated by plague and cholera, but I hope to have pretty full information to lay before the Commission in chart form, though I propose to leave minor details to the Sanitary Department. One fact I have discovered, that the total deaths of the district and the total numbers on works varied inversely; the deaths went up at the times when the numbers on works went down. It was, of course, very difficult to manage relief of any kind in the remote ghaut villages; grain was but scantily available on the spot, and the large works could not be kept open after the heavy monsoon rains began. As to economy, the matter is one for the Public Works Department officers to judge of as regards the works. In respect of gratuitous relief, I am sure that it was too freely distributed in places. I should add, too, that much money must have been wasted at the first opening of relief works, owing to the want of supervising establishment and tools, so that the workers were paid for very little work done.

C.—Advice on the above for future use.

It must be admitted, I think, that preparations were not made in Poona in time to meet the famine. It is difficult for me to discuss this thoroughly, as to do so would involve criticism of my predecessor in 1896. However, I think that the Collector should keep a sharper watch on the rainfall than is usually done; that a date should be fixed, varying according to the seasons of each district, on which he should finally decide whether special preparations to meet scarcity are needed; and if they are needed, that he should warn the Executive Engineer to be ready with establishment and tools to meet a rush of so many thousands on such and such a work on such and such a date. At the start, all relief works should be piece-work concerns, or at least works on which full tasks should be exacted under penalty of fine;

task-work being gradually made general as time went on. The reverse process should take place at the end of the famine. Kitchens for dependants and children should be instituted from the start. As to gratuitous relief, I see nothing for it but to abandon the village committee supervision and to increase the Circle Inspectors (special). The roll of dole-recipients being called by the Circle Inspector once a week, any one not appearing, and not present in the village, should be struck off the list and not re-admitted before the Circle Inspector's next visit. Some rough percentage test might also be fixed, and the Taluka officers required to visit and check the list of any village where the percentage of recipients to normal population was high.

D.—Other Recommendations.

I have mentioned these at the end of my general famine report. They are not many, and are such as raise very large questions. One is the increase if possible of such works as the Nira Canal—i.e., irrigation works deriving their water-supply from the Ghats. A second is the re-organisation of the village police, and the fixing of cash remuneration for them, to prevent this body of badly-off and scantily-remunerated public servants from collapsing under stress of scarcity. A third deals with tagai; under our system of land registration, one never knows at once what interest an applicant for a loan has in the land he cultivates. I have known cases where men have (in perfect good faith, I believe) claimed the occupancy right, whereas they had long before been cozened out of it by a sowcar. Under these circumstances, long and tedious enquiry is often necessary to ascertain if an applicant has any mortgageable right to offer as security; and that, too, at a time when prompt disposal of applications is above all things necessary. But this opens up the long-debated and much-vexed question as to whether our record should be a record of rights or a record of liability for land revenue.

(President.)—How long have you been Collector of the district?—I acted as Collector in November and December 1896, and again since October 1897.

Under the Famine Code did you introduce weekly payments?—Yes.

What works were started?—All were stone-breaking works except one, a large storage tank.

Was this an entirely new work?—Yes.

Was it completed?—No, it is still available as a large work.

Have you formed any opinion as to the suitability of piece-work for famine relief?—I consider that the "limited piece-work" system would be well suited to the beginning and end of relief operations. I do not think it would be workable at the height of the distress.

Were there many road-works and metal-works?—Three at different times in the south-east of the district, and work was also carried on on two main roads and a branch road in the west and north.

Were these works resorted to by the people of the adjacent villages, and of the talukas in which the works lay?—Yes, and also by people who came from greater distances.

Were these works in any case at a considerable distance from the homes of the people resorting to them?—A small proportion of the people came from as great a distance as 40 miles.

Were these people from the Poona District?—Not all; some came from the Sholapur and Satara Districts.

Was their residence on the works made compulsory?—Yes, after February.

Did that produce any falling-off?—Yes, for the time being.

Was hutting provided?—Yes, on the large works, but not on these at the commencement of the operations.

Did these works continue in the rains?—Only those in the south-east of the district.

Were the huts water-tight?—No.

Do you think that the distressed people of the Poona District will be prepared to go to a distance to reside on works?—Yes, except the Ghât cultivators.

Was there a considerable proportion of small ryots among the people on the works?—During the worst period of the famine the percentage of such ryots was 50.

Do you think there is special difficulty in getting these small ryots to leave their homes?—Yes.

Did you make any arrangements for cattle?—The Ghât forests were thrown open to grazing, and many of the people sent their cattle to the west of the Poona and Satara Districts and to the Berars. Pressed grass was also imported, but there was very little demand for it.

Would it be possible to draw a line between small landholders who own cattle, and those who work on the land but do not own cattle?—The latter should in any case be required to go on to works even at some distance from their homes. It might be possible, though very troublesome, to provide small works for the former near their homes. But in any case it would be very difficult to draw a hard-and-fast line between the two classes.

What grain was used?—*Jowari*.

What quality?—Several sorts are sold, and I do not know what kinds were supplied.

Was there a large falling off among dependants, particularly working children?—Yes. The cash payments on account of dependants had attracted large numbers. We had one case of a Mang who came on the works with two wives and seven non-working children, and made a very good thing out of the cash payments.

Was there mortality due to privation?—(Witness put in a statement* showing the mortality (a) total actual; (b) due to cholera and plague; (c) exclusive of cholera and plague; (d) normal.) This chart shows that there was a certain mortality which, while above normal, cannot be attributed to epidemic disease. It was therefore apparently due to privation.

It was only in the Maval (*i.e.* Ghât) talukas that work had to be stopped in the rains?—Yes.

Does the Nira Canal run through the district?—Yes, all among the eastern half of the southern border.

Did this work begin in the last famine.—Yes.

Is it a very profitable work?—I cannot say at the moment what interest it pays, but in this last famine it was invaluable.

(*Mr. Holderness.*)—Had you any small special works for village servants?—No.

How did you deal with these servants?—We kept their number down to a minimum and dealt with them under section 60 of the Famine Code.

Did you give them kitchen-dole or grain?—Grain.

Who are these village-servants?—Mhars (messengers), ramoshis (police), sweepers, etc.

Are five or six of these necessary for each village?—About that, on an average.

What about their families?—Each man was permitted to have one wife with him; all other members of his family had to go to the relief works.

Was the one wife allowed a separate dole?—Yes.

About these special small works, do you think there would be any difficulty in arranging for the cultivators owning cattle?—I think it would certainly be difficult, unless the works were very few in number.

Would you give small special works for a small number of people, say for 6 or 7 months, and rely on proper supervision?—It would be next to impossible to arrange for such supervision on a large number of works.

Could a single work be arranged for under the Executive Engineer, so that people could go to it in the day and come home in the evening?—That could not be arranged for all villages.

Then you are not of opinion that it is necessary to provide such works?—No; as a matter of fact the cultivators go considerable distances.

Works opened by the Public Works Department were within 20 to 30 miles of every village during the greater part of the famine?—Yes.

And in the case of many villages the distance would be much less?—Yes.

So that people could go to the works without difficulty?—Yes.

Was there no objection?—Not when they were really in want. There is no doubt that a large number of people came on the works who would not have been in extremity for another month or two.

Was there an order of the Collector of Poona in June, refusing admission to persons coming from within ten miles of the camps unless provided with a pass from village officers?—Mr. Lamb issued such an order on July 17th, but Government refused to sanction it.

This order was issued on the supposition that many of the people going on the work did not need relief?—Yes, that was our belief.

(*President.*)—Do you think that belief was correct?—There is no doubt about it.

And if you multiply works you encourage the tendency referred to?—Yes.

Do you know in what class the workers were placed?—On the works with which I was personally acquainted, they were (with a few D class exceptions) all placed in B class, as far as I know. But they seldom if ever did more than the D task, and thus were fined down to D class wages.

Was that due to their not being able to do the B task?—No, I do not think so.

Do you think they could have done the proper task?—Yes.

Did they all keep in good health?—Yes. There was a certain amount of sickness among persons who came on to the works during the rains, but the rains are always unhealthy near Shetphal.

I suppose kitchens had some effect in reducing the popularity of the works?—Yes, in that the number of dependants at once fell considerably.

(*Mr. Holderness.*)—Do you think the decrease was to be accounted for by the opening of kitchens?—Yes.

And the pressure on the people did not go too far?—No.

I should like to call your attention to the orders of the Collector, Mr. Lamb, the first dated some time in December and the other January 9th. What is the principle laid down by them?—That no pressure should be put on the people as regards payment of land revenue when their crops were below four annas. Government approved of the order.

As far as you know, that was the order under which he worked?—Yes.

If a man was not well-to-do, but his crops were a little better than four annas, would you enforce the payment of the land revenue?—What I did was to consider his circumstances; and if I found he had much more land than he needed for the support of himself and family, then I insisted on his paying his dues by mortgaging or selling one of his fields.

Did you act on the wholesome principle that the people should not be compelled to borrow in order to pay the land revenue?—Yes.

How much land revenue was suspended?—Rupees 6,400, or 7·2 of the total.

Is the suspended balance being realised?—It is coming in.

Had people to go into debt to pay the land revenue?—No; the sales of land only went to 6 per cent. over the average of the past three years, though there was a substantial increase, some 25 per cent. over the same average in the case of mortgages.

Were considerable advances of tagai made in your district?—Rupees 3,79,000 for land improvement and ₹1,67,000 for seed and cattle.

On what objects were the advances for land improvement spent?—Chiefly on wells: it was found that in most cases they were expended on the purpose for which they were granted.

Were any recoveries made as penalty for misapplication?—Yes, in some cases.

But on the whole the advances were well spent?—Yes.

In what time were they repayable?—From three to ten years under the Land Improvement Act; from one to two years in other cases.

In your memorandum you say that grain was scantily available. Do you think that Government should have imported grain?—No, and at no time was such a step neces-

* Not printed.

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sary. But at one time owing to fear of a local scarcity at Shetphal, Mr. Lamb bought grain in Poona and sent it to Shetphal to be sold to the workers at local bazar rates.

Was there cheap grain in Poona city?—In Poona city we nearly had a riot, owing to certain retail dealers running up prices unscrupulously. After this the leading grain merchants formed a ring, which opened a shop or two for the sale of grain at a comparatively low and fixed rate to customers, no one to buy more than a certain amount per diem. The rate of sale was fixed monthly at a meeting of the ring.

You say the ordinary village relief was supervised?—The dole distribution was supervised about once a week by the Circle Inspector.

Was the dole given in grain or in other items?—In grain.

Was it the D wage?—I think it was the D ration.

You did not attempt to give flour?—No.

Were people well satisfied with having it in grain?—I never heard any complaints.

Was the grain you mentioned as sent down to Shetphal all sold?—Not to the workers; the surplus was disposed of by the special Civil officer, there being more than was needed.

Is Shetphal an isolated place?—It is only 8 miles from taluka head-quarters, but the road is very bad, especially in the rains.

There were no exceptional cases where grain was not to be had?—No, the *banias* always had stocks.

You were not here in the famine of 1876-77?—No.

From what you have read of that famine, how do you think it compares with that of 1896-97?—I think the latter has been far severer.

It has been stated that while in the former famine the people had gold and silver ornaments to sell, in the late famine they had none. What do you say of this?—I imagine that in the last 20 years people have come to make better use of their money than to lock it up in ornaments.

Was the fodder imported by Mr. Shuttleworth disposed of?—Yes, but not at a good price. People said their cattle would not eat it. Some fetched only cost price or less.

Was it sold in Poona itself by auction?—I do not know.

Was there reluctance on the part of some people to accept the dole?—Yes, that feeling certainly existed.

In the case of the relief works, do you consider that the exaction of tasks kept some people away?—It did.

You say that there was delay in opening relief works? Were not preparations made?—No, I do not think that it was till the middle of October that the Executive Engineer was instructed to make preparations.

Don't you think it would have been premature to prepare earlier, while the *rabi* harvest was on?—The *rabi* harvest was known to be an absolute failure; there could be none to speak of. Up to the 20th of October I believe nothing whatever had been done towards meeting famine in the Poona District.

Did you find from your actual experience that there was delay in the grant of tagai advances?—Yes.

Was the number that received advances too small?—The difficulty was to discover whether an applicant had really any right over his land which could be looked on as security.

Did you give only to those who gave security?—Yes, and the enquiry into the nature of the security was often protracted.

(Dr. Richardson).—You say that mortality increases when the number of workers decreased, and *vice versa*. Is it possible that the workers left the works on account of increasing sickness?—I merely give the inverse ratio of mortality to number of workers as a fact. Whether the two are connected as cause and effect I cannot say; but your suggestion would not meet the case where the ratio in question is shown to have existed at a time when there was no cholera to speak of.

Was it necessary to break up camps on account of sickness?—No, though one or two of the smaller ones were moved.

Were the cholera cases sporadic?—Yes.

Had you sufficient medical assistance?—Yes.

There was no neglect?—No.

Did the grain-ring merchants confine their special cheap prices to certain classes?—I am not sure, but no one was allowed to buy more than a certain amount daily.

MR. E. L. CAPPEL, Collector of Dharwar, called in and examined.

Mr. E. L.
Cappel.
1st Mar.
1898.

I put in a written statement of evidence.

(a) The famine operations in Dharwar were from first to last, with the exception of test works, carried out on "Intermediate System," with the sanction of Government.

(b) The success of this system was complete in respect of the relief of distress. No case of starvation occurred in the district and no deterioration in physical condition was noticed by any officer employed.

As regards economy, the system proved to be greatly superior to operations under the Famine Code. The works so conducted were carried out at less than the cost under normal estimates. The test works, on the other hand, turned out work at a considerable advance on normal rates, though there were no poor-houses, hospitals, kitchens, or hutting arrangements to swell the cost.

(c) The experience gained in Dharwar goes to prove that, at any rate where famine is not extremely severe, the Intermediate System is the most appropriate on all accounts. Apparently its adoption in other districts not very severely affected would have been advantageous. It is by no means certain that even in the presence of the severest famine this system would not have worked well; but the experience of Dharwar cannot be taken to prove this. The area affected was absolutely non-productive during the famine year, but it was limited in extent and thus had certain points of advantage over areas less favourably situated.

(d) The affected tracts in Dharwar were saved by (I) the free use of Tagai. (Three lakhs were issued in a population of 320,000.) (II) The prompt commencement of labour-employing works. (This was done by the District Local

Board. The District Local Board kept the whole distressed population employed till the end of May.) (III) The adoption of the Intermediate System which absorbs all in need of subsistence before physical deterioration has set in.

(e) The only other important experience which calls for mention is that the carriage of fodder by rail at cheap rates should be prescribed before the cattle have lost condition from scarcity. Ordinarily *karbi* is not transportable by rail owing to the high rate of carriage. Yet the cattle require protection as much as the agriculturist himself, on economical grounds; and pressed grass is an unacceptable and imperfect makeshift for jowari stalks. The facilitation of fodder transport as soon as prices run high seems to demand greater attention than it has hitherto received.

(President).—Were you the Collector of Dharwar during the famine?—Yes.

Was there extensive failure of crop in Dharwar?—Not over the whole district.

Was it confined to a small area?—The affected area was 1,500 square miles with a population of 320,000, only about half of this was severely distressed.

What was the nature of the ground affected?—It was black soil.

When were the relief operations commenced?—I cannot fix any date; we were actually carrying out works when the distress made itself felt, and we did not commence famine operations proper till May. We spent about Rs. 3,00,000 on relief works; Rs. 2,60,000 was spent by the District Board, and Rs. 40,000 by Government. We were in distress till the end of September.

What was the nature of the works?—We had very large road works extending over sixty miles, under the Public Works Department. We also constructed or re-constructed 47 tanks and 9 wells.

Were wells constructed by the Public Works Department?—No.

Any new tanks?—No.

Were wells made for irrigation purposes?—No.

Were they for drinking water?—Yes, and a large number of tanks were repaired, also for drinking water.

Were the works carried on under the piece-work system?—Piece-work was not tried until during the last month.

Were they made under the task system?—The system adopted was one of gang task-work.

How did you fine?—Finings were very seldom resorted to. We found the men work very willingly; the whole system worked extremely well, and they earned more on the whole than the ordinary famine rate. Under the Executive Engineer works were so arranged that men earned seven days' wages in six days. Their earnings were a wages. We followed the rise and fall in the price of grain, sometimes we had higher and sometimes lower rates than the Code rates; but I freely admit that they were often very low. The highest rate paid to men was two annas and nine pies; and the lowest two annas.

Did people come freely on works?—Yes. They came in large numbers.

(Mr. Higham.)—On what system did you work?—On the modified gang task-work system.

Not piece-work?—No; we adopted that in the last work that we undertook; we had no time to try it fully. People cannot earn too much under the task-work system while a subsistence is assured to them. A maximum was laid down.

Had you any minimum wage? Were men fined?—We had very little fining; we found men worked in the gangs very well. We paid them the rates fixed by myself as Collector. I always compared the Famine Code rate; but I did not copy the Code absolutely.

Did you give the task equivalent to a certain wage?—Yes. The Executive Engineer knew the amount of the estimate and divided the work into gang-tasks on that estimate so as to provide a subsistence for the workers.

(Mr. Holderness.)—I understand that you paid no Sunday wage?—No, we did not. We enabled the men to earn 7 days' wages in 6 days.

Was the number of women and children greater than that of men?—It was always between forty and fifty per cent., and the number of children was very small.

Was there a large proportion of men on regular famine work?—We had half the number of men and half the number of women; of children there was a negligible quantity.

Was yours a famine district?—Yes; we spent six lakhs on relief. The distress was not so acute, as it was in other parts of India; we had mitigating circumstances. We gave three lakhs in Tagai; a very large sum in proportion to the area affected, and this liberality enabled large numbers to pull through.

(Mr. Higham.)—Did you have no Code relief?—We did on a small scale. We had a certain number of inferior village officers and infirm persons on Code relief.

On a small scale?—Yes.

Was this system of works carried out by the Public Works Department or the Local Agency?—The large works were done by the Public Works Department; smaller works were done by Civil Agency.

How do you account for the fact that your people did the work without fining, while in other districts they were always brought down with fines?—I do not know; our people did their work very well.

(Mr. Holderness.)—Yours was gang work I suppose?—Yes, it was gang work.

I want to know how this state of things came about that they did their work without complaint?—When you have got men in a gang half of them will work while the other half sit idle; they know that their pay will be proportionate to their work, and so they make the idler do his share.

Did they know that if they did not work their earnings would be cut off?—Yes.

Did they never really run the risk of losing their wages at any time?—They worked very willingly; and there was little occasion for fining under the system described.

Did people make up their own gangs?—I never interfered with that; they worked in gangs of 30 or 40; only towards the end when the piece-works were introduced, gangs were small.

Did you select labour when you employed it?—No; it is true we only employed tolerably efficient labour, but that is because our system enabled the workers to support their own non-efficient, which they can do much more cheaply than Government can.

(Mr. Monteath.)—Did you employ only professional labour?—No.

(Mr. Holderness.)—Were they agriculturists?—Yes.

Did you take any one who was ready to work, or did you put any limit on them?—There was no limit.

Was your district rich?—Yes, but the area affected was the poorest part of it.

Was the number of those on works very large?—The daily number rose to 10,000.

What was the population of the whole distressed area?—Population of the whole distressed area was 320,000, but the severely distressed were from 150 to 160 thousand.

That is, the bulk of the people got no assistance?—We employed on the average three to four per cent.

How did the rest of the people get on? Had they any resources?—Some had; many received Tagai advances; many migrated.

Was the Tagai given in this district sufficient?—That given in the distressed area was sufficient.

Did that employ a considerable amount of labour?—Yes.

Do you think the whole of it was well-spent?—Yes.

We know a few instances of abuses?—When we gave money under the Land Improvement Act, people instead of employing labour in many cases used the money for subsistence, but as they and their families worked on the improvements meanwhile I saw no reason to interfere.

Were the advances chiefly given for clearing lands? You gave about three lakhs?—Yes. Out of these three lakhs we spent about two lakhs on land improvement.

Did the people show much resisting power against famine?—I think the landholders were not very hard hit; they had savings to fall back upon. As soon as rain fell our labourers cleared out at once, receiving employment from the landholders, which showed that the latter were not without resources.

Mr. E. L. Cappel.

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MR. S. R. ARTHUR, Assistant Collector, Satara, called in and examined.

I put in a written answers to the Commission's questions.

* 1. The whole of the Satara District, of which the area is 4,824 square miles and the population 1,225,190, was affected in a greater or less degree.

2. The distress in the Satara District was due principally to the local failure of the rains and of the harvests; but the other causes mentioned in the question, namely, abnormally high prices, undoubtedly operated also to a considerable extent

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in causing distress. For instance, all classes in the district, other than those that owned or cultivated land, would not be directly affected by the local failure of harvest, but were undoubtedly affected by the high prices.

(3). (a) The rains in 1896 set in with unusual severity, so much so that there was considerable damage to the crops in the western or ghat zone of the district from excessive rainfall. It continued almost without intermission till within the last few days of August, when it suddenly ceased, and with the exception of a few local showers which benefited certain limited areas, there was no more rain during the year. The result was that the kharif crop, especially in the ghat lands, failed almost completely, withering before it reached maturity, while the rabi seed had not sufficient moisture to germinate. I may notice two exceptions to these general conditions, namely:—

- (1) The kharif crop did fairly well in some of the eastern portions of the district, notably Mán Taluka, where some timely rain saved the situation.
- (2) There was a useful downfall along the Krishna valley in October which exactly suited the "shalu" (late jowari) crop, causing bumper harvests in some of the rich alluvial lands.

Mr. Winchester, the Collector, in his Famine Report gives 6 to 7 annas as the average yield and 9 to 10 annas as the average failure, taking 16 annas as a fair average crop. I should myself be inclined to estimate the yield lower and the failure higher, but perhaps this is owing to the fact that during the famine time I had chiefly to do with the ghat villages in the west, where practically no rabi crop is grown, and where the kharif crop, owing to excessive early and deficient late rain, failed almost entirely.

(b) The staple food-grains of Satara District are bajri and jowari in the plains and nachni in the hills.

Their ordinary prices in lbs. per rupee are as follows: jowari ranging from 31 in Javli to 46 in Tasgaon; bajri from 31 in Javli to 41 in Khanapur; nachni from 39 in Valva to 50 in Patan. The average famine prices in the same talukas between November 1896 and October 1897 were: jowari 13 to 17 in Javli, 17 to 24 in Tasgaon; bajri 13 to 19 in Javli, 13 to 19 in Khanapur; nachni 14 to 20 in Valva, 15 to 25 in Patan.

The above figures I have taken as being *average* figures for the famine time. I have not shown the extreme limits to which prices have risen or fallen, as an exceptional rise or fall occasionally occurs perhaps at one bazar or for one week owing to exceptional causes. It will be observed that the famine prices were roughly double the ordinary prices.

4. Up to the time of the failure of the rains the condition of the affected area had been satisfactory, except in the west of the district, where the excessive rainfall in June and July had already done some damage. Preceding seasons had been favourable.

5. Under normal conditions the population of the affected area for the most part undoubtedly enjoy a considerable measure of material well-being. For proof of this I need only refer to the revision survey papers recently published taluka by taluka. These show the enormous increase within the past thirty years in the population, number of cattle, number of carts, sale and rental value of land, etc. The only part of the district where this is not the case is the hill country in the west. Even here those who live in the valleys are better off than those who live on the hills, where the land hardly repays cultivation and the people necessarily live from hand to mouth. Large numbers of these hill people are in the habit of going yearly for some months to labour in Bombay and Karachi, spending the rest of the year in their homes. It was a terrible misfortune to them that the same year saw a total loss of crop in their homes and also a loss, owing to the plague, of the outside labour on which they greatly depend. These hill people do not form a large proportion of the population of the district. At a guess I should put them at a tenth. The villages are small and scattered.

6. The total cultivated area of the Satara District is 2,122,084 acres. Of this area 7,359 acres are irrigated from canals and 106,452 acres from wells, etc. Thus the total irrigated area is 113,811 acres, or 5·3 per cent. of the total cultivated area. The remaining 96·7 per cent. is dependent on the annual rainfall.

7. I should say that the great majority of the population in the eastern and central sections of the district have ample

reserves in the shape of either money or food to enable them to tide over at least one and, in many cases, two consecutive seasons of failure of harvest. The hill people in the west have not such reserves. Their lands are even in ordinary years so sterile as not to give them food for the year, and the able-bodied are in the habit of supplementing their means by going out to labour during certain months. In the case of a failure of crop they immediately feel the pinch. From enquiries made among them I gathered in the course of the late famine that their reserves lasted them on the average for six months, or about half the period of scarcity. Besides the hill people, who felt the pinch first, the labouring classes and the low castes in the east and centre of the district had not sufficient reserves to keep them through a year of famine.

8. Taking the district as a whole, the distress was not so severe in the late famine as in that of 1877. The two periods are difficult to compare, however, for whereas in the famine of 1877 the area most affected was the eastern portion of the district, where the amount of distress was easily gauged, in the recent famine the distress was chiefly in the western hills, a tract, it may be noted, formerly considered to be not liable to famine,* a tract extremely difficult of access and in the neighbourhood of which it is by no means easy either to establish suitable relief works, or, when they are established, to persuade the affected population to attend them.

9. I do not think that there is any reason to suppose that the extent of crop failure, or the degree of distress, or the absence of resource on the part of the people was either under-estimated or over-estimated. Immediately on it becoming clear that there was such a failure of the late monsoon rain in 1896 as would cause a serious loss of crop, i.e., in October 1896, the Collector ordered a *numberwar* statement for each village to be prepared by the village accountant, showing the yield of each field in annas. These statements were checked by karkuns specially appointed for the purpose, and tests were taken by Circle Inspectors, by the Mamlatdars and by the Assistant Collectors. The statement was prepared both for the kharif and rabi harvest. The extent of the failure in each part of the district was thus accurately known. The degree of distress and the absence of resources were, I think, fairly gauged.

10 and 11. Thirty-four thousand was approximately the limit of the number of persons on relief in this district in the worst month of the famine, i.e., in March 1897. The population of the affected area being 1,225,190 (according to the last census), we see that only 2·9 per cent. of the population of the affected area were on relief at the worst time. This is a small percentage when compared with the standard of the Famine Commission, nor do I think that it in any way represents the whole measure of the distress. The area most affected was the hill country in the west of the district, but it was found impossible for the most part to induce the population of that area to attend the works. Had they done so the numbers on the works must have run up a far higher figure than that shown above.

12 and 13. Thus we have this curious feature in reference to the famine in Satara, that though the hill people were beyond all comparison more distressed than those in the plains, the number of the latter on the relief works considerably exceeded the number of the former. Of these I should say in answer to question 13 that a far larger number ought to have attended the work than did so. I was myself in charge of a subdivision half of which is ghat country, but I endeavoured in vain to persuade the hill people to attend the relief works. We therefore did the best we could for them in granting loans for land improvement, for the purchase of grain and for subsistence. Towards and during the rainy season of 1897 these hill people suffered much, and some of them became so reduced that it was necessary to give them gratuitous relief in their homes. I do not think that the fact that the hill people would not attend the relief works was due to defective relief arrangements. Javli was perhaps the most affected taluka in the district, and relief was there brought well within the reach of any one in the taluka needing it by the Satara-Mahabaleshwar Road improvement work, but still few people from the Koyana valley came across to it, though it was within 10 miles of their homes. In reference to question 12, I would note that at one time certainly more people in the plains came on relief works than actually needed relief. This is proved by the fact that large numbers of them left the works and went home when ordered to move from a camp near their homes to one more distant.

15. *The normal mortality in the district, taking the average of ten years, 1886 to 1895, as 1,225,511 according to is 35,314 or 30·87 per mille. The mortality for the year 1895 was 45,182 or 36·86 per mille, and for the year 1896, 41,471 or 33·84 per mille. Comparing these figures with those for the famine year, November 1896 to October 1897, we find a considerable rise, the mortality for the latter period being 61,894 or 50·5 per mille. This increase cannot be entirely ascribed to famine or to causes arising from the famine. There were 11,130 deaths from cholera and 5,810 from plague. The latter at least must be excluded from consideration as being unconnected with famine. Cholera should, I think, be treated as a disease likely to be more rife among a population reduced by scarcity than under normal conditions. Excluding plague, therefore, and including cholera the mortality totals 56,084 or 45·7 per mille, that is, between 14 and 15 per mille above the average for the ten years previous. Some allowance must be made for the undoubted improvement in registration. The mortality in the famine year may, therefore, be put at 10 per mille or one per cent above the normal rate. Of this excess mortality I am of opinion that by far the greater portion was due not directly to starvation, but to the fact that the poorer classes lived on less, or less wholesome, food than they usually do, that they lost in condition and became thereby more susceptible to disease.

16 and 23. In the absence of a distance test there is undoubtedly a certain percentage of workers on every relief camp who attend the work not because they are reduced to straits, but because the work is adjacent to their homes and they can feed themselves for a time on it without drawing on their reserves at home. This percentage, which is occasionally a large one, can be reduced to a minimum by maintaining a few large camps in preference to a large number of smaller ones, and can be eliminated entirely by the enforcement of a distance test. Both with reference to this consideration and for the purpose of maintaining efficient supervision and obtaining better results of work, I am strongly in favour of collecting the labour as far as possible on large works. In famine time the Public Works Department staff is strained to the uttermost and it renders their work doubly onerous and their supervision far less complete to have to control several small works than two or three well-selected large ones. One large work in each sub-division should usually be sufficient.

The above remarks come rather within the scope of question 23 than of question 16, but they occur to me in reference to the latter owing to what took place in this district. When the work became overcrowded and in order to relieve the pressure some of the workers on it whose homes were in the vicinity were ordered to move to another work, a considerable proportion of them went home in preference to doing so. Again, towards the close of the famine, at the end of the hot weather and during the rains when works were closed with a view to the concentration of labour on a few large ones, the numbers on relief decreased rapidly, though at the time no cause was working to improve materially the condition of the people generally. This fact leads me to conclude that if at an earlier period the labour had been more concentrated, say, on three works instead of seven, the numbers on relief would probably have been far lower than they were, and yet every one needing relief, who chose to go the distance necessary to join a camp, would have obtained it.

17. As I have stated above, the increase in the mortality during the famine was only 1 per cent. I do not think that any change of system was responsible for any deaths.

18 and 19. I am of opinion that the principle of prescribing self-acting tests was observed to the fullest practicable extent during the late famine. In this matter the provisions of the Famine Code were closely adhered to and were found to work well and meet all requirements.

Gratuitous relief by the village dole was given to persons eligible under sections 57 and 60 of the Famine Code. There was one poor-house in Satara and kitchens were established in connection with the large relief works in which cooked food was provided for those eligible under the provisions of Chapter VIII of the Famine Code. Apart from this gratuitous relief, which, I repeat, was only given strictly within the provisions of the Famine Code, and apart from charitable relief, no relief was granted without the labour test; in other words, all persons who could do a reasonable amount of work were required to work as a condition to receiving relief.

20. Women and children, so far as they were healthy and capable of labour, were subjected to the labour test. Ten

was fixed as the age above which children were taken as being capable of labour, but this age standard could not be very rigorously adhered to owing to the difference in the development of different children at different ages. It was found best to decide about each child from his general appearance.

21. The answer to this question depends on whether the "persons relieved otherwise than through the operation of a labour test" are to be taken to include or exclude dependents on relief works. From the first part of the question I gather that they should be included, but in the latter part I am asked to compare them with the numbers relieved on works. These numbers, of course, include dependents; on the other hand, the dependents were relieved gratuitously. I take the question as meaning that I should compare the numbers relieved gratuitously, i.e., including dependents on works with the population of the affected area and with the numbers who laboured for their bread. The figures vary considerably and are perhaps worth quoting as they stood at different times of the famine. They are as follows:—

| 1 | GRATUITOUSLY RELIEVED. | | | | 6 | 7 |
|---------------|------------------------|--------------|-----------------|-------------------|---|---|
| | 2 | 3 | 4 | 5 | | |
| Months. | RELIEF WORKS. | | In poor-houses. | Relieved at home. | Percentage, columns 3, 4 and 5 on total population. | Percentage, columns 3, 4 and 5 on column 2. |
| | Work-ers. | Depend-ents. | | | | |
| December 1896 | 12,111 | 2,993 | ... | 9 | ·24 | 24 |
| January 1897 | 18,307 | 5,262 | ... | 5 | ·43 | 28 |
| February " | 23,889 | 4,911 | ... | 14 | ·4 | 20 |
| March " | 29,275 | 4,866 | ... | 23 | ·39 | 16 |
| April " | 21,236 | 2,999 | ... | 48 | ·21 | 14 |
| May " | 9,519 | 1,838 | ... | 195 | ·18 | 21 |
| June " | 8,592 | 1,303 | ... | 504 | ·14 | 21 |
| July " | 10,869 | 1,253 | 239 | 1,952 | ·44 | 50 |
| August " | 7,129 | 236 | 272 | 4,236 | ·38 | 68 |
| September " | 8,518 | 1,722 | 231 | 5,320 | ·59 | 85 |
| October " | 4,645 | 572 | 99 | 1,403 | ·16 | 44 |

It will be seen from the above table that throughout the famine the number of persons gratuitously relieved formed a very small percentage (at no time above ·6 per cent.) on the population of the district. At the same time in the months of July, August, and September they ran high in proportion to the number of workers on relief works at the same period.

The reasons for this I take to be—

(1) partly that while the number on relief works decreased as the cultivating season advanced, the price of grain remained as high as ever and therefore there was no diminution, but rather an increase, as their stocks became exhausted, in the number of inferior village servants on the dole;

(2) partly that the hill people, who, as I have had occasion to remark, were the most distressed throughout the famine, as a body abstained from attending relief works, however much pressed by hunger, and as the rainy season progressed these became more and more attenuated, until it became necessary to institute regular inspections and put those who would otherwise have succumbed on the village dole register.

It must be remembered that a famine relief camp was established as near as possible to the affected area (the Satara-Mahabaleshwar Road improvement), and that it was impossible to induce the majority of the population of the affected area to attend the work. Advances for land improvement and for maintenance did something to relieve the pressure, and charitable kitchens established in the Koyana valley were established. Still there was a residue who were starving and who had passed the stage of being fit for work, and these it was found necessary to put on the village dole for some weeks in order to save their lives.

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22. On this question Mr. Mawson, who was in charge of the large relief works in this district during the famine, will be in a better position to give an opinion than myself, who was only a casual visitor. From what I saw personally I should say that the "A" task was a full one, but that labourers found that they could live on the wage for the "C" and "D" task and therefore preferred to do lighter work and receive less wage rather than do the work and receive the wage of the "A" or "B" class, though capable of doing one of the latter. I am inclined to think, therefore, that the wages in all classes were fixed somewhat too high. On one occasion, when the Honourable Mr. Spence was visiting the works in this district, I went with him to the Medha Camp. There an instance came to our notice of a man who had actually paid his land revenue out of his savings on the relief camp!

If the wages were fixed too high for individual labourers they were certainly too high in the case of families on a work. Take the case of an adult male receiving pay for the "A" task, his wife, a nursing mother, and three or four children. This family would receive a considerable sum in wages in the course of a month.

With regard to the instance of an adult capable of performing the "A" or "B" task, but contenting himself with doing the "C" or "D" task and receiving the "C" or "D" wage, I would suggest that such persons, instead of being repeatedly fined or reduced to the "C" or "D" task, should, after two or three warnings in the shape of fine, be dismissed from the work.

23. I have partially dealt with this question under question 16. As a general rule the workers have resided on the work. I think exceptions have only been allowed in cases where the numbers of workers temporarily outran the hutting accommodation, or where, in the case of storms, the huts being not rain-proof, the labourers were allowed to seek temporary shelter in adjoining villages. As a general rule I should say that residence ought to be insisted on. I think residence, especially where the workers' homes are at a distance, constitutes an effective and fair test of necessity.

24. March 1897 was the period of greatest pressure, and in that month 2·38 per cent. of the population were on relief. (I have taken the numbers on relief on the last Saturday in the month, namely 29,255, and have excluded from consideration the number of dependents, 4,866.)

25. On referring to the statistics of the last famine, 1876-77, I find that throughout that famine the numbers on relief were higher than during the recent famine. In the former the highest number on relief works was 48,531 in the month of June 1897. This number presumably includes dependents. I do not think, however, that the two periods can be compared in such a manner as to ascertain from the numbers on relief works the comparative severity of the distress, since the famine of 1877 was in the east where relief works were easily accessible to the people of the affected area; while in the late famine the area most affected was the western ghât country in which the people are more ignorant, more inaccessible, living in scattered ghât villages in which travelling is at all times difficult and in which, owing to the heavy rainfall, the provision of relief camps in the rainy season is almost an impossibility.

26. I have no experience of any famine except the recent one, but, as far as I can judge from available statistics, the people have not resorted to relief works with greater eagerness and at an earlier stage of distress than in the famine of 1876-77. It is of course impossible for me to say, however, when the distress in the former famine became acute and whether people hung back from joining relief works.

As far as the recent famine is concerned, I should say that the people in the central and eastern portions of the district were not backward in joining works when they needed relief, but that the ghât people did undoubtedly hang back in a manner that very injuriously affected themselves and presented an almost insoluble problem to the officers responsible for relief measures.

27. The table given in my answer to question 21 shows the gratuitous relief of all kinds, other than charitable, given during each month of the famine in this district. It was only found necessary to establish one poor-house in Satara itself, and that not till towards the close of the famine period. The numbers on village dole were also inconsiderable till July, when they ran up for the reasons I have given in answer to question 21.

28. I am not surprised at this question being put. I myself expected that the provisions for granting village dole might be abused by inferior officers and that the dole

might be too freely given. My experience was the other way. At the commencement of the famine the Collector issued an order that all village officers would be held responsible for deaths from starvation in their villages and authorised them at any time to put any person on the dole in order to save his life, at the same time reporting to their superior officer. I found in practice that village officers rather feared the responsibility of putting people on the dole and often refrained when they should have done so. In the course of the famine I visited most of the villages in the area chiefly affected and, though I often had occasion to put people on the dole whose names were not entered previously, I cannot remember a single instance in which the village officers made an illegitimate use of the power given them. The fact redounds to their credit.

29. Comparing the numbers on gratuitous relief in the late famine with those in the famine of 1876-77, I find that they stood much higher in the latter than in the former. It is noteworthy that in each famine the numbers were highest in September, but in 1877 they stood in that month at 10,342, while in September 1897 only a total of 5,320 was reached. (I quote from the figures of the last Saturday in the month, they may have gone slightly higher). Gratuitous home relief has undoubtedly saved lives, and I do not think that it has demoralized the people. In the eastern and central portions of the district it has been almost entirely confined to inferior village servants who were prevented by their duties from joining relief works but whose allowances for service were not sufficient for their support.

Among the hill people on the west, of whom the numbers on the dole chiefly consisted, I found the greatest reluctance to be fed at the expense of the State. In accepting such relief they felt a loss of self-respect and they only allowed their names to be entered in the direst straits. Relations too, I found, provided for relations where their means in any way permitted of their doing so and often where they did not. The behaviour of these hill cultivators throughout the trying period aroused my profoundest admiration.

30. The gross cost of direct famine relief in this district was as follows:—

| | R |
|-----------------------------|-----------------|
| Public Works agency | 5,70,353 |
| Civil agency | 91,099 |
| TOTAL | 6,61,452 |

The number of persons relieved (in terms of units of one day's relief) was as follows:—

| | |
|---|------------------|
| (a) Number of workers on works | 4,110,837 |
| (b) Number of dependants on works | 1,009,154 |
| (c) Number of persons on village dole | 411,887 |
| (d) Number of persons in poor-house | 25,515 |
| TOTAL NUMBER | 5,557,393 |

Comparing this with the total expenditure shown above we get a cost per day-unit of labour of 1 anna 11 pies (nearly). The cost per day-unit of labour in the famine of 1877 was a little over 1 anna and 11 pies. In the recent famine, therefore, the cost was very slightly lower per head than in the previous one. The working is to be regarded in my opinion as economical.

31. Indirect relief in the form of loans and suspensions of revenue has been given. Details of these will be given in the answers to questions 199 and 207, etc.

It may here be stated that advances were made to the extent of Rs5,01,383 during the recent famine as compared with Rs27,264 in the previous famine, and that revenue to the extent of Rs35,558 was *suspended* as against Rs2,019 *remitted* in the previous famine.

32. The effects of the famine are not serious in respect of any classes in the eastern and central sections of the district. The land-owning class and the cultivating non-proprietary class in the west will, I fear, feel the effects for some time. Owing to their unfortunate reluctance to attend relief camps they used up the whole of their own reserves and probably in many cases ran deep into debt with their savkars as far as the latter would give them credit, and mortgaged their land to an extent they will find it impossible to redeem.

Even those who were wise enough to apply in preference for Government assistance in the shape of tagai will have a considerable debt to pay off in the shape of (1) arrears of land revenue and (2) tagai instalments, when these are added to the revenue of the current year. Considerable leniency in respect of repayments should in my opinion be allowed to them.

The registration statistics show a slight increase in the number of sales and a considerable increase in the number of mortgages of small holdings during the famine year.

The trading and artisan classes had sufficient reserves to keep them through the year without suffering distress, and the agricultural labourers, where they felt the pinch, were not slow in resorting to relief works.

33. The granting of loans to agriculturists was, in my opinion, the most useful of all the Government famine measures. Under the orders of Government these loans were not granted in inam villages except with the consent of the Inamdar, nor did Government interfere to secure remissions or suspensions of revenue for tenants and small land-holders in inam villages. This policy of non-interference fell somewhat hardly in my opinion on the cultivators in inam villages. In almost all cases the Inamdar is an absentee, in almost all cases he cares not a jot for the people of his inam village, and my general experience throughout the famine was that he raised not a finger to help them and refused his consent to their receiving tagai from Government. In some cases I interviewed these Inamdars and endeavoured to ascertain why they would neither help the people themselves nor consent to their being helped by Government, and I could get no satisfactory answer.

I think with all respect that it is a mistaken policy on the part of Government to stand on one side altogether in respect of inam villages, and say to the people, "You must look to the Inamdar and to him only. Government have no concern with inam villages." All the people should, in my opinion, without distinction, be taught to look to Government for help when in distress, and I think that Inamdars who year in and year out receive an income from villages, who take no interest in those villages except as a source of revenue, who refuse to grant suspensions in a bad year, who will not make advances themselves to the toiling peasantry or assent to Government doing so, should be shown most clearly and distinctly that such conduct will not be tolerated, that they are not in possession of little kingdoms which they can treat as they please, but of inams held during the will of Government and which they will most certainly forfeit if they abuse their position.

I feel strongly on this matter, as throughout the famine period inhabitants of inam villages were constantly imploring me to suspend their revenue and to grant them tagai, and it was most galling, feeling for them as one did, to have to tell them in effect, though not in words, "your Inamdar is your Government, go to him, I am not concerned with you. You are beyond the pale of help from Government." Government, not the Inamdar, hold the sovereign power, and I think that in famine time both the Inamdar and his tenants should feel this.

The above is the only important matter in which, in my opinion, the relief programme of Government was deficient, nor can I mention a single possible case of distress other than the above, which is not relieved by one or other provision of the Famine Code—a Code which has stood the rigorous test of the late famine admirably.

34. The arrangements existing in this district for ascertaining and reporting failure of rainfall and crops are in my opinion perfect. Even in ordinary seasons each Mamlatdar sends to his superior officer a weekly vernacular statement of the rainfall and the state of the crops. Throughout the period of famine this statement was supplemented by an English report in greater detail, adding information regarding the state of the people. Besides the general weekly report of each Mamlatdar for the whole taluka a minute inspection of crops village by village, was, as I have had occasion to remark above, also made at the harvest time. The result was that the extent of the failure in each part of the district was accurately known.

35. It is the revenue village organisation in the Deccan which so greatly facilitates the collection of information regarding the condition of the crops.

36. The patel and the village accountant are very low-paid officers, and the temptation to them, under pressure from the villagers, to over-state the extent of loss of crop is naturally great. The preparation too of crop returns giving information regarding the area and kinds of crops sown, the extent to which the sowings have failed and the condition of the standing crops is very laborious and, therefore, there is naturally a considerable temptation to submit inaccurate and faked returns. The accuracy of the statement submitted regarding the crops of any village depends therefore, I should say to a very considerable extent, on what those who prepare them know of their superior officers. Where they know that careful tests will be taken, and that bad work

Box.

will be detected, the statements are well prepared. In this district there was so considerable a system of check of the statements that I think in the aggregate a considerable measure of accuracy was obtained. To take my own experience in testing these statements as an instance, I found them to be for the most part well prepared. The only exception was in the case of rabi crops in the Krishna valley, of which the probable anna-valuation was made at an early stage of their growth. An unexpected but very timely rainfall late in the season doubled their value, and on inspection at harvest time I saw bumper crops, which on referring to the crop statement I found valued at 4 to 6 annas, the reason assigned being that the rainfall had upset calculations. I was compelled to order fresh statements to be prepared of most of the "shalu" (cold weather *jowari*) crop in my charge for this reason.

To summarize, I should say that granted an Assistant Collector who does his duty and fairly reliable Mamladars, the statements prepared should, when finally submitted to the Collector, approach accuracy.

37. The village officers can generally prepare the statements of crops in about three weeks. Allowing a period after that for tests by superior officers, the statements are still obtained in time to form a guide as to the extent of the apprehended distress. A certain interval must elapse between the failure of crop and the commencement of the period of distress consequent thereon.

Even before crop statements are prepared, the Collector has general information enabling him to judge almost with certainty in what regions the crops will fail and to what extent.

38. In this district the lines on which relief operations should be commenced were decided on, and test works were opened before the detailed statements were received.

* Detailed information with reference to each of these measures is given in answer to the questions specially relating thereto.

39. The different measures of State relief used during the late famine in the Satara District were:—

- (1) Relief works in charge of the Public Works Department;
- (2) kitchens attached to the same;
- (3) gratuitous relief by village dole;
- (4) " " in poor-house;
- (5) suspension of revenue;
- (6) loans to agriculturists for (a) land improvement, (b) purchase of seed and cattle, (c) purchase of fodder, (d) subsistence;
- (7) opening of Government forests to free grazing.

Private relief was given from the Indian Charitable Famine Relief Fund and was of great value.

40. I was in charge of a sub-division of the district throughout the famine period.

41. All the measures taken were measures authorised by the Local Famine Code as it stood in October 1896.

42. No small civil works were undertaken, since it was considered that they were costly, extremely difficult of supervision, and likely to attract dwellers in the vicinity of them not really in need of relief.

43. In working Code measures of relief I know of no material departures in practice from the detailed provisions for such measure in the Code. There may have been small and unimportant deviations made owing to local conditions on the large relief works. If so, the Engineer responsible for them would be able to state what they were. I have no personal knowledge of any such.

44. It is difficult to state the comparative advantages and disadvantages of each measure used, both in reference to the relief of distress and in reference to economy. As regards the relief of distress I cannot characterize one measure as more advantageous than another as they were devised to meet distress in different forms; the provision of relief works would have been of little use to a cultivator in need of seed to sow his land or oxen to plough it, nor would a loan of cattle have been of much assistance to a day-labourer in want of food, nor gratuitous relief to a man whose cattle were starving. I beg indulgence for platitudes. I wish to lay stress on the fact that each measure fulfilled a different purpose, and all the measures together formed a harmonious whole which is hardly I think capable of improvement.

The relief works were of most value to the day-labourer, relief by village dole to the aged, crippled, etc., and to the inferior village servants whose duty kept them in their

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villages but whose remuneration was not sufficient to meet their needs, suspension of revenue and grants of tagai were great boons to the struggling small occupant, while the opening of forests to free grazing did something towards the preservation of cattle. If I were to pick out one measure as being pre-eminently useful as well as pre-eminently economical, I should select the granting of loans for land improvement and for purchase of seed.

Loans for land improvement enabled the poor hill cultivator to remain on his land, to improve it, to prepare it for cultivation and to support the labourers who aided him in the improvement work, whereas he would otherwise have been compelled to resort to a relief camp and would have lost his next year's crop besides that destroyed in the famine. The granting of these loans is a most economical measure of relief as well as being a most useful one to the cultivator, for the whole loan is returned to Government, with interest, and the final expense is *nil*.

45. I have no improvements to suggest, except that which I have mentioned in answer to question 33. I should like to see the relief measures extended to alienated as well as to Government villages. Speaking for my own charge only, applications for loans came pouring in to such an extent that the amount placed at my disposal was not sufficient to meet the demand. As tagai is so useful and so economical a form of relief I think it should be used to the widest extent possible.

46. The tract liable to famine which I know best is the hill country in the west of the Satara District. In this tract all the measures mentioned in answer to question 39 can be applied with advantage, especially the free granting of loans for land improvement, etc. I lay stress on this measure because the cultivating class, if they resort to relief works, lose their next year's crop as their fields remain untilled and thus their hardships continue. The granting of tagai enables them to remain on their land.

47. Measures 5, 6 and 7 in my answer to question 39 were, I think, most popular among the distressed classes. Neither relief works nor gratuitous relief are popular, and people will only accept relief in those forms when driven to do so by necessity. [To this I must make one exception. People living in the neighbourhood of relief works will sometimes come on them even though not requiring relief, owing to their proximity to their homes.]

49. I am of opinion that the use of small civil works should be avoided as far as possible, as being of little permanent value, extravagant, very difficult to supervise and likely to attract persons in no way needing relief. They were not used at all in this district. Relief workers should, in my opinion, be collected as far as possible on large works in charge of the Public Works Department.

53. There were two road construction works in this district—Ashta to Ashta Road Station and Takari to Islampur. Both will be of permanent service to the community and will be effectively maintained. They were previously under contemplation as being necessary works (apart from famine).

54. New roads might be constructed in a future famine to open up some of the forests in the west of the district. One of those I would suggest, namely, from Karad westwards to Salve, was under consideration in the late famine, and estimates for it were, I believe, prepared. A road from Helwak to Mahableshwar through the Koyna valley would probably be of great value in opening up the west of the district. The mileage of these two roads would be about 80 to 100 miles together.

55. I do not think that metal-collection is at all adopted to famine labour. Simple as it may seem, it is really skilled labour, that is a person not accustomed to it is most inefficient, and the percentage of work done is very small in proportion to that done by skilled labourers. Any form of earth-work is far preferable. Of all forms of labour I should select metal-collection as the most unsuitable for famine relief purposes.

56. The Executive Engineer informs me that metal has not been collected in excess of the probable requirements of the next five or ten years.

57. As I have stated in answer to a previous question, I am opposed to all small civil works for famine relief. Most of the villages in this district are already fairly well off for water.

59. Village tanks were not undertaken as a form of relief in this district. I can make no suggestion for securing

strict supervision over small and necessarily scattered tank works and for preventing the whole population of the village from applying for work on a tank, because it is at their doors. These are two of the principal considerations on account of which I am opposed to small civil works altogether.

70. Under the orders of Government a famine programme is maintained in each district liable to famine and revised and brought up to date each year. This is done in the Satara District. I am not able to state whether plans and estimates of all works in the programme were ready prepared when the late famine commenced.

71. Five to seven miles would, in my opinion, be the greatest distance at which the distressed inhabitants of a village could be induced to attend relief works if they were to return every night to their villages.

The distances they would travel to attend works on which accommodation was provided for them would depend almost entirely on the extent of their distress. The limit of distance they would travel of their own accord would probably be between 15 and 20 miles.

72. I think that a distance test of some kind is necessary in order to ensure that the persons attending a relief camp actually need relief. If there be no distance test people living in the vicinity will attend the work in order to supplement their means though they are not in actual distress, or will send their women and children on the work and go out to labour themselves. I believe a typical instance of the kind occurred at Islampur in this district during the late famine. The relief work was near the town, there was no considerable distress in the town, but owing to the proximity of the work large numbers not in distress attended it. I had no personal connexion with that work, but Mr. Mawson was in charge of it and will be able to verify what I say. I think 10 miles a sufficient distance test. I am not in favour of any person being allowed to attend large works in charge of the Public Works Department for the day only, returning home in the evening. All workers should in my opinion be required to reside on the works. (I do not of course refer here to small civil works.) Residence was enforced in the Satara District almost without exception.

73. I would recommend that every means possible should be employed to collect labourers on large and useful works in preference to employing them on petty works near their own homes.

74 and 75. Residence on the works has been the rule in this district and has been made a definite condition of relief.

76. I am in favour of making residence obligatory. I do not think that a high task and a low rate of wage are in themselves a sufficient test with regard to the people living very near the work.

77. I do not think that residence on the works is very distasteful to the people or that they will undergo extreme privation before they submit to it. The distressed people in the hills would not attend relief works during the late famine, but that, I believe, was due partly to the idea being novel to them,* partly to their difficulty in leaving their lands which they wished to till and their cattle, household goods, etc.

78. If famine were widespread in the province the disposable establishments would certainly not be large enough to supervise works so numerous and so arranged as to allow the majority of the workers to return daily to their homes. The late famine was not intense in the greater part of this district and yet all departments were strained to the uttermost, even though there were no small civil works in existence.

81. I believe the health of the people on relief works was generally good. I do not think that they suffered any considerable discomfort.

82. Blankets were provided for some of the poorest.

84 to 113. To answer the questions under this heading an intimate acquaintance with the management of relief camps is necessary. I had no such intimate acquaintance, as I was only a casual visitor from time to time. Mr. Mawson will probably be in the best position to give information on matters affecting the interior economy of the relief camps in the Satara District during the late famine.

114. In my opinion all relief works, whether large or small, should be carried out by Public Works officers as far as the establishments of the department will allow. As I

* It must be remembered that there has been no famine in the hilly part of this district within the memory of man; indeed that part is excluded in the Statistical Atlas from the area liable to famine.

have stated, I am not in favour of small works where they can by any means be avoided. With reference to section 100 of the Bombay Famine Relief Code, 1896, I would say (1) that it is better to put on village dole those whom it may be deemed inexpedient to draft to a distance from their homes, (2) that test works under the management of the Public Works Department should be established when there is a scarcity deepening into famine, (3) that a period of famine cannot approach without the foreknowledge of the authorities and that there should always be abundant time to have large works in readiness when necessary, and (4) that at the end of a famine the workers may simply be dismissed from large works to their homes.

115. I have no alterations to suggest in the wording of the Famine Code on this matter. I am not aware of any friction having taken place between the Revenue and Public Works authorities in this district during the recent famine.

116. It is most difficult to define the exact responsibilities of the Collector and the Executive Engineer respectively. On the whole, the provisions of the Famine Code appear to me satisfactory. Clearly, it is for the Collector to decide in what parts of the district works are necessary, and with the counsel of the Executive Engineer he would naturally decide the numbers to be admitted on each work. Matters affecting the interior arrangements of the camp may well be left to the Executive Engineer, though even here too, except in regard to the actual carrying out of the work, it is hard to say where the Collector's responsibility ends. In the recent famine the Civil officer, who of course is under the Collector's orders, was responsible for the kitchens attached to the works. I think in this matter a slight change of system may be desirable. I am personally in favour of the whole authority on a relief work being in the hands of the Engineer in charge. In the Famine Code a Civil officer in the position of an Assistant Collector seems to be contemplated. In the recent famine the Civil officer was generally a 20-rupee karkun. Under these circumstances I am not in favour of the Civil officer having authority apart from the Engineer in charge. I think that he should be under the orders of the Engineer, who would thus be personally responsible for all the arrangements of the work and of the kitchen attached to it. The Collector would have supervision, as now, over all matters not strictly professional; in reference to these matters the Engineer would be his Assistant in charge and thus there would be no division of authority on the work. All would be in the hands of the Engineer in charge, who would be responsible to the Collector on matters that were not strictly professional and to his own departmental superior on matters that were so.

117. The duty of the Assistant Collectors in reference to relief works should, in my opinion, be confined to visiting them and reporting to the Collector anything coming to their notice as requiring alteration.

119. Officers in charge of works carried out by Public Works Department agency should, in my opinion, be placed under the direct control of officers of that department.

120. I would put the control of all matters within the relief camp in the hands of the Public Works Department official in charge. The Civil officer would be his Assistant except in reference to the trying of cases.

121. I see no objection to the conferring of magisterial powers, in reference to offences committed on relief works, on the Public Works Department officer in charge, provided that officer be not lower in grade than an Assistant Engineer. The knowledge on the part of the workers that he was invested with magisterial powers would probably be of considerable assistance to him in keeping order, etc.

122 and 123. I have stated in answer to former questions that there were no civil works in this district, and that, in my opinion, all relief works should, as far as possible, be in the hands of the Public Works Department.

127. It has not been the practice to require a *chalan* from village officers before admitting new-comers to the works. I do not think the practice a desirable one.

128. (i) I have already answered the first part of this question. There was extreme difficulty in inducing hill people to come on the relief works.

(ii) I have no information enabling me to discriminate between them and other workers. From what I know of them I should say that when on the works they would work steadily. I believe that in the late famine better results were obtained on the Satara-Maháleshwar Road work, the majority of the workers on which would be hill people, than on other works in the district.

130. I am in favour of kitchens in all cases for the relief of non-working children. Mr. S. R. Arthur.

148. In my answer to question 21 I have given a statement showing the number of persons gratuitously relieved during each of the famine months. At the period of maximum pressure, as judged by the numbers on relief works, namely, March 1897, there were only 23 persons on gratuitous relief apart from dependants on relief workers. The numbers on gratuitous relief swelled considerably later for the reasons I have given (see question 21).

149. The persons so relieved consisted principally (1) of inferior village servants; (2) cripples, &c. (a few only); (3) at a late period of the famine persons belonging to the agricultural classes in the hill country.

150. No one was relieved gratuitously who had resources of his own or (except inferior village servants) who was capable of work. Careful enquiries were made in each case, before any person was entered on the dole register, to ascertain that he had no relatives bound and able to support him. As far as my experience went, relatives loyally supported poorer relatives as long as they had the power to do so. It was when *their* means failed at a late period of the famine that the numbers on gratuitous relief ran up.

151. In ordinary years such persons, including the inferior village servants, who mostly receive *baluta* (a small portion of each cultivator's produce), live wholly or partially on the charity of the village or of more wealthy relatives. They were thrown upon the State for support when the villagers, owing to pressure, themselves discontinued this usual charity.

152. A large proportion of the recipients of village dole were women and children. I do not know of any instance of a *parda nashin* woman receiving relief.

153. The numbers will vary to such an extent with the severity and stage of the distress that I do not think any reliable estimate can be formed of the number requiring gratuitous relief in their homes during an acute famine.

154. If the numbers on relief works are small, it may be presumed as a general rule that no great amount of gratuitous relief is needed, but the rule does not always hold; for example, at the end of the late famine very few from the most affected hill tract in this district were on relief works, but the numbers in that tract on gratuitous relief ran up to a considerable total.

155. I do not approve of the practice of requiring the incapable poor who have able-bodied relatives to accompany them to relief works and remain as dependants. It is easily ascertainable whether they are incapable, and if they are so, I see no objection to their being put on the village dole.

157. I have stated in answer to a former question that gratuitous relief at home was anything but popular. The people regarded it as derogatory to their dignity and only allowed their names to be entered when in the direst necessity.

158. Special inspectors were appointed in the most affected tracts to put those who needed the relief on the village dole. These inspectors were mostly karkuns from offices, and, when first appointed to this work, some of them showed an inclination to shirk the labour of travelling in a difficult country in inclement weather. These were severely dealt with, and when the system got into working order it was fairly well performed. I myself visited a number of villages with the purpose of testing the work, and I was seldom obliged to remove a name entered from the list.

159. I do not think that the successful administration of this form of relief requires a larger staff of supervising officers in the higher grades than any other kind of relief. In Satara District it was performed by the Assistant Collectors and the Mamlatdars.

160. I do not think any social stigma is attached to a *bona fide* recipient.

161. I do not think that the knowledge that gratuitous relief is given by the State tends to make the people cast their customary obligations for the support of the poor of the locality on the State. On the contrary the family ties seemed to me strong. [I was dealing, it must be remembered, with a most honourable class in the class that was most affected in my charge, namely, the hill villagers.]

162. Some of the persons to whom gratuitous relief was given could have been employed on light manual labour on relief works in or near their village, but it must be remembered that there were never more than a very few on relief in one village, and the cost of maintaining and supervising a relief

Mr. S. R. Arthur. work would have been much greater than the cost of keeping them on village dole.

1st Mar. 1898. 163. There would not have been enough persons on the dole in any village to do as proposed in question 163.

164. For the majority of persons to be gratuitously relieved I prefer the village dole to central kitchens. Most of those on village dole in this district during the late famine would certainly have been unfit to walk five miles each way per diem so as to attend a kitchen.

165. I know of no social and caste objections to State kitchens in this district.

166. It would certainly not be practicable to maintain a sufficient number of kitchens to be within the reach of all persons requiring gratuitous relief. That is my principal objection to the substitution of kitchens for village dole. In principle it would otherwise be better to give cooked food than money or a weekly dole of grain.

167. Gratuitous relief was given in this district in the form of a grain dole. It was intended at first that the dole should be given daily, but in practice this was found impossible in the hill villages of the west, where there is generally one accountant for four or five villages. It was found necessary instead to give a weekly dole in advance. Cash equivalents were given in some instances to inferior village servants. Gratuitous relief by village dole should generally, in my opinion, be given in the form of grain. Most of the villages in my charge where such relief was given are situated at a considerable distance from the nearest bazar, and most of the recipients were quite unfit for a long weekly journey.

168. The dole was given to the people in their villages.

169. No instances of extortion on the part of subordinates in reference to the village dole have come to my knowledge.

170. For the most part the existing revenue organisation was utilized. The village officers distributed the dole, and the Circle Inspectors and Bhag Karkuns made inspections to see that persons requiring relief should be given it. During the rainy season some special Circle Inspectors had to be employed.

171. No gratuitous relief (State) was administered through voluntary unofficial agency.

172. In answer to question 21 I have given the numbers at the Satara poor-house. It will be seen that it was only found necessary to start a poor-house towards the end of the famine period and that the numbers never rose very high.

173. The inmates were chiefly Mhars and Dhangars from the hill villages to the west of Satara. There were also a few Marathas and Musalmans.

174. Persons of higher caste were not for the most part in need of such relief.

176. The mortality of the poor-house population was not exceptionally high. There were not more than four or five deaths there altogether, and of these two or three were from cholera.

177. All the inmates were of this district.

178. The Dhangars from the hill country were in very bad physical condition, having suffered greatly from the famine. I do not think that they came from any very considerable distance owing to the charitable relief kitchens which I started in the hills during the monsoon months. Those who came to the poor-house probably came from distances not exceeding 15 miles.

179. In September about a hundred inmates were ordered to join a relief work. I believe they did not do so, but went to their homes instead.

180. The poor-house ration prescribed by the Famine Code was found to be sufficient. The diet was varied under the orders of the Civil Surgeon. Milk and rice were sometimes given.

181. The rules and appendices of the Famine Code as to the management of poor-houses were found to be sufficiently explicit and in all respects suitable.

182. No compulsion was used in Satara to detain people in the poor-house. At one time there was a considerable number of wandering beggars in Satara, and these were advised to go to the poor-house. I do not think force necessary or desirable.

183. The inmates were put on light work, such as cleaning the compound, etc.

184. The inmates were free to leave when they chose.

185. No relief centres, where doles of grain or money were distributed, were opened in this district during the recent famine.

188. The expedient of relief centres as a substitute for village relief in the early stages of distress does not commend itself to me for the reason I have already given in reference to kitchens. The people who are in such straits as to require village relief are mostly not fit to walk some distance daily to a relief centre.

193. I do not think that relief kitchens at which cooked food is supplied to destitute persons without the condition of residence are necessary or desirable,—I mean, of course, kitchens maintained by the State. Much can usefully be done from charitable funds in this way, but for the purposes of State relief I consider that relief works, village dole and poor-houses meet all requirements.

194. Kitchens for non-working children and dependants in connection with relief works, I regard as necessary.

195. For reasons already stated I would never substitute kitchens for village dole.

196 and 197. State relief kitchens in this district were only established in connection with relief works and under the control of the Civil officer.

198. I regard it as preferable to relieve non-working children and dependants by cooked food rather than by money doles to the parents.

199. The following are the statistics of State advances made to land-owners and cultivators for land improvements for seed-grain and cattle, and for subsistence in the late famine:—

| | R |
|-------------------------------------|-----------------|
| (1) For land improvement . . . | 3,67,178 |
| (2) For seed-grain and cattle . . . | 72,820 |
| (3) For subsistence . . . | 59,684 |
| (4) For fodder . . . | 1,701 |
| TOTAL . . . | 5,01,383 |

200. In the case of money advanced for land improvements the recipients have, as a rule, spent it on the object for which it was lent, namely, the employment of labour. The improvements had to be carried out within the famine period, and the recipients, who already had knowledge of the rules under which Government grant tagai in ordinary years knew that if the work were not carried out within the time they would run the risk of having the amount lent them recovered.

201. The sums advanced for cattle and seed have been of immense value to the poor people in the hill country (the chief class that received these advances): the people in the plains were for the most part not so distressed as to need them; indeed, large numbers of them would, but for the advances which enabled them to purchase grain, have been without the means of sowing their seed in the kharif season of 1897 which immediately succeeded the famine.

202. Periods varying from five to twelve years according to the amounts lent and the means of the recipient were fixed for the recovery of land improvement loans. Personally, in the loans I granted in my charge, I rarely fixed a longer period than eight years for repayment, since it is noticeable that famines, or at least periods of scarcity, recur in cycles of ten years each, and it would be well that such loans should be repaid before the next period of scarcity.

(2) With reference to advances made for the purchase of seed and cattle or for subsistence, the period of repayment was seldom fixed at over two years.

203. As stated above, a sum of Rs59,684 was advanced in this district for subsistence. The grants were made in all cases to cultivators, and the object of them was to give the latter the means of remaining on their land and cultivating it during the season of 1897 when, but for such assistance, they would either have starved or been compelled to resort to relief works.

204. I think that such advances are most valuable. But for them and for advances for land improvement and the purchase of seed, much land in the west of this district would have remained uncultivated during the season succeeding the famine, and the distress would have been perennial. The advantages of tagai to agriculturists during a famine period cannot be over-estimated.

205. It is undoubtedly more economical to aid by such advances cultivators who possess property in land and cattle than to offer them work and wages. The advances are all repaid with interest and therefore ultimately there is not even any expense to Government in making them.

206. I can see no objection even if a very large outlay by the State is involved. Undoubtedly most cultivators want to borrow instead of going on relief works. Much of the money spent in loans goes to a permanent improvement of the land. Take for instance the case of a man who obtains an advance from Government to build a well—

- (i) he keeps himself through the famine period without having to resort to a relief work;
- (ii) he is thus enabled to till his land and get a crop in the season following the famine;
- (iii) he supports some labourers through the famine period;
- (iv) he permanently improves his land and renders it independent of famine in the future;
- (v) all these advantages are obtained without the ultimate loss to the State of a single pie;
- (vi) on the contrary the State benefits indirectly by all the above advantages to the individual. It has (i and iii) less mouths to feed during the famine. It has (ii) in the aggregate a better harvest to be distributed in food over the country. It has (iv) a larger area not subject to famine in the future.

A large outlay by the State on loans does not appear to me to be open to objection. Looking at it from a purely commercial point of view, the State can borrow at $3\frac{1}{2}$ per cent. the money which it lends to the raiyat at 5 per cent.

(2) It is better that the raiyat should be indebted at low interest and easy instalments to the Government than at high interest to the *sáwkar*, who will do all he can to keep the raiyat in his power.

The granting of tagai freely in a certain tract may obviate the necessity and expense of starting a famine work in that tract. Instances of this occurred within my experience in different parts of my charge. The Jor and Jambli villages in the west of Wáí Táluka and the hill villages in the west of Khandala Petha were in great distress. Each of these tracts contained a small group of villages, with a purely agricultural population. The nearest relief work was at a considerable distance. For these tracts the Collector was able to put a large sum at my disposal for distribution in tagai, but had it not been for this it would certainly have been necessary to establish extra relief camps at very much greater expense to Government and with less advantage to the people.

207. Land revenue to the extent of Rs5,558 was suspended in this district owing to the late famine. The revenue of the district is 18½ lakhs. No revenue was remitted.

208. Most of the land in this district is held by small occupants who, at least nominally, pay their own assessment and cultivate their own land. In some cases it has passed into the hands of the *sáwkar*, and in some cases it is mortgaged to him. On the whole I should say that the occupant generally reaps the benefit of the suspensions granted.

209. This form of relief has undoubtedly helped the cultivating classes. It is difficult to say to what extent it has kept them from relief works.

210. The land revenue which was suspended will be recovered without difficulty in all except the hill villages, where the population are so poor that they may find some difficulty, especially where they have tagai instalments also to pay.

211. The suspension has been sanctioned for one year only. It will therefore have to be paid this year in a lump sum unless further suspension is granted. I presume the second half of the question to mean—

“Will superior holders have granted to inferior holders suspensions corresponding to those which they themselves have received from Government?”

To this I would reply that superior holders were not as a rule in a position to need suspensions. Suspensions were only granted to land-holders who, besides having lost their crop, were not of sufficient means otherwise to enable them to pay revenue. In practice, therefore, it came to this, that suspensions were granted only to poor small occupants who had lost their crop.

212. Suspended rents do not carry interest and ought not, in my opinion, to do so.

213. Government have not, so far as I know, power to direct suspension of rent on estates held free of land revenue. I am strongly of opinion that Government should have such power.

214. I take this question to refer to lands recently brought under cultivation and given out in short leases, and not to lands temporarily settled as opposed to those permanently settled, i.e., to all lands except those under the permanent settlement in Lower Bengal.

In regard to such tracts as those to which I understand the question to refer, I should say that as the principal object with reference to such lands is to encourage cultivation, it would be well, where the crop is below a 4-anna one, to remit the assessment.

215. The private indebtedness of the cultivating classes in the west has, I fear, undoubtedly been increased through the famine. The registration statistics show an increase in the number of deeds of sale from 4,534 in 1895-96 to 5,212 in 1896-97, and an increase in the number of mortgages with and without possession respectively from 11,197 and 10,119 in 1895-96 to 14,304 and 14,173 in 1896-97.* I have not the statistics of 1897-98, but in these the increase is likely to be even more marked owing to the fact that the pressure of the famine was greater on the agricultural population during the rainy season of 1897 than during the previous half-year. I am afraid that many of the poorer class of cultivators may not be able to struggle out of the hands of their creditors, who have naturally used the recent period of distress to their own advantage.

* The increase is chiefly in mortgages of small holdings.

216. The collection of grass, leaves, edible fruits and roots in State forests is a privilege which Government have allowed to the people generally at all times. No further orders on the subject were therefore necessary in consequence of the famine.

The State forests were thrown open for free grazing in January 1897 in consequence of the famine.

217. Everything possible in this direction was done.

218. Compressed grass was collected by the Forest Department, and sold from depôts established in different parts of the district. 257,651 lbs. of grass were purchased and compressed into 2,669 large and 737 small bales. The whole amount was sold. It may be mentioned that famine labour was utilized by the Forest Department and that 1,623 miles of forest boundaries were demarcated at a cost of Rs8,327. This work was valuable for the employment of famine labour, as it was performed in a part of the district where, from the nature of the country, it was impossible to provide famine relief works of the usual kind and where the distress was greatest.

219. The people use as food the following kinds of forest produce: (1) roots of “shendwal,” “anao,” “charan” and “pithane”; (2) the pith of the “bherli mad” or sago palm, which the people eat after pounding into flour; (3) the fruits of the “karwand,” “amboni,” “toran,” “harbara,” “krishna auli,” “unda alu,” wild mango, “kokam,” “phannas,” and “jambhul”; (4) wild honey, which was unusually plentiful owing to the free flowering of the “karwi.” [I am indebted for the above information to Mr. Wilkins, the Divisional Forest Officer.]

220. Orphans who have been maintained by the State during famine have almost invariably relations willing to provide for them when the period of distress is over.

221. In the case of orphans, who during the famine have been temporarily made over by the relief officers to private orphanages and payment made by the State for their support, I do not see that Government are in any way called on to continue to grant aid to the private orphanages after the famine. Most of the orphans will probably have relations willing to take charge of them when no longer in distress themselves. The residue should be provided for by the charitable bodies who maintained the orphanages during the famine.

222, 223 and 226. I have the following suggestions to offer regarding the statement of objects to which private subscriptions for relief of distress caused by famine may legitimately be applied, as set forth in the *Gazette of India* of 9th January 1897. Government and charitable relief must necessarily overlap somewhat. The working of the charitable relief in this district during the late famine was almost entirely in the hands of the Collector and his Assistants. From my experience I should say that it is desirable to tie these officers down as little as possible to particular objects, and it is not desirable to fetter their discretion by apportioning fixed sums to fixed objects. The conditions and the needs of different famine areas vary to such an extent that I should say it is impossible to cover all possible contingencies

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under four headings. Those laid down are, in my opinion, good as broad outlines of the purposes to which the relief should be devoted, but full discretion should be given to the distributing officers to go beyond them if it should seem desirable to do so.

To take an instance. It is generally held as an axiom that, Government having declared itself responsible for the saving of life, no expenditure for this purpose from charitable funds should be necessary. In the abstract that is true, but suppose that the population of an affected area cannot be induced though starving to attend relief works. In such a case, is charity not to step in and do what it can to relieve the distress? Heading III does not apply to such, unless their reluctance to attend relief works is due to their position and to a supposed loss of honour attendant on their joining a relief camp.

To take another instance. Heading I presumably applies only to workers and dependants on relief works. Are struggling peasantry in their villages to be cut off all assistance in the shape of clothing, simply because they are just able to keep body and soul together without going on a relief work? In this district, for example, but little aid in the shape of clothing was required to be given to those on the relief works, but such aid was the greatest boon to some of the poorest villagers who had not gone on relief work.

It is not my desire or intention to criticize the statement of objects laid down by Government. As I have said, it would be almost an impossibility under four headings to provide for everything. All I wish to lay stress on is that headings should be given merely as a basis on which to work, and that it should be laid down that these headings are given only as a general guide and that distributing officers are not bound to the literal wording of them.

In administering the fund in charge I regarded it as the intention of Government that the rules should be liberally interpreted, and therefore seeing the people in inaccessible ghât regions in extreme distress, I did not hesitate to establish charitable kitchens open to all-comers in the parts most affected, though such kitchens did not come strictly within the meaning of any of the four headings laid down. I may add that the kitchens were carefully supervised and there was no abuse of such free bestowal of relief on the part of persons able to support themselves.

224 & 225. With the proviso above mentioned, namely, that the headings should be taken merely as a general guide, I think that the wording of the second object may be left as it is. I should leave it to the distributing officer to decide in what particular manner the sum allotted under the heading should be spent. There is so much to be done in the way of charity during a famine that I should not personally reserve sums for the subsequent education of orphans.

227 & 228. I see no objection to the opening of grain shops, where wholesome food-grains would be sold at rates below the prevailing market rates, with the purpose of relieving respectable persons with small incomes, who though suffering privations from the rise in prices would not accept purely gratuitous relief. I do not think that the opening of these cheap grain shops would interfere with private trade. They could hardly be started on such a scale as to oust the grain-dealer or seriously interfere with his trade unless he were making more than his legitimate profits. If he were doing so the cheap grain shop would probably operate to steady the market, for if grain were imported for the cheap grain shop at a rate very considerably below that of the grain-dealer, the public would quickly form themselves into miniature trading companies and import grain on their own account. Thus the grain-dealer would lose by his rapacity.

230. I certainly consider that, to render help effective, the relief to broken-down agriculturists should not be confined to the period when the acute distress is subsiding. It is most needed at the commencement of the cultivating season. At that period in 1897 the distress was at its height, but I then gave out nearly the whole of the charitable relief available for my charge under heading IV, with the purpose of enabling the cultivators to buy seed which they had not otherwise the means to procure.

231. The class of agriculturists requiring relief under heading IV are poor small occupants in the affected tracts.

232. I think charitable relief should be granted to those who are not in a position to obtain statutory loans in preference to those who are in a position to do so. In practice during the recent famine I abstained for the most part from helping from the charitable fund those who had received tagai.

233. If there are funds available after the needs of those unable to take tagai have been provided for, I see no

objection to the tagai being supplemented from the charitable fund in the case of the poorest of those who have received tagai, especially where that tagai advance has only been a small one for subsistence under Section 143 (2) of the Famine Code which has since been exhausted.

234. The Indian Famine Charitable Relief Fund has undoubtedly served a most useful purpose in supplementing the Government relief. The latter is necessarily granted on fixed lines and cannot provide for all contingencies. The charitable fund makes up for its want of elasticity and deals with cases of distress which Government relief cannot reach.

236. I am unable to give the number of persons relieved under each object in this district, but the amounts spent under each head were as follows:—

| | R |
|--------------------------------|--------|
| (i) Under head I | 16,879 |
| (ii) Under head II | 95 |
| (iii) Under head III | 4,250 |
| (iv) Under head IV | 76,514 |

It will be seen that expense was incurred principally under heads I and IV. In deciding how the allotment for my charge should be spent I argued thus: Government have undertaken the duty of saving life; the charitable fund may therefore best be spent (1) in giving clothes to the destitute (head I), (2) in helping cultivators who have lost their all in the famine by giving them grain (head IV) to sow for their next year's crop.

237. Both the above forms of relief were thoroughly appreciated.

238. I believe that all the expenditure in this district under heading III was in Satara City and was arranged for by a Committee. I had nothing personally to do with the expenditure under this heading.

239 and 240. I do not think that the money could have been better spent than in helping the deserving class of small cultivators to regain the position they have lost through the famine.

Such expenditure has undoubtedly been of value to the country as well as to the individuals, as some of the land would, but for it, have remained uncultivated.

241. I regret that I cannot state the area sown with aid from the charity fund in this district.

242. There were no considerable number of starving wanderers in the district or in Satara till the middle of the rainy season of 1897. Some hill people, mostly Dhangars of the villages west of Satara, then began to wander about in a state of destitution.

243. I do not think that their number was affected by relief works and the wanderers were in most cases fit for labour, otherwise they would have been put on village dole. I do not think it is possible to prevent the jungle people from wandering when hard-pressed. They will only go to relief works as a last resort.

244. There were not a sufficient number of wanderers to sensibly affect the death-rate.

245. They were almost all people belonging to the Satara District.

246. All wanderers were treated alike. A poor-house in Satara was opened chiefly for their benefit.

247. I think all wanderers should be treated alike, wherever they come from. I regard it as a matter of ordinary humanity not to refuse any starving man relief in famine time, nor should I regard his coming from a Native State as a reason for turning him away. If large numbers come on relief works or to relief centres in British territory from Native States, it proves that the States are not doing their duty in the matter of famine relief, and then, in my opinion, diplomatic pressure might be brought to bear, but I would in no case deny relief to a starving individual.

248 and 249. These questions have been fully answered in my reply to question 15.

250. I am of opinion that, considering the famine, the increase in the death-rate is a remarkably small one—a fact which bears strong testimony to the efficacy of the relief measures.

251. The famine had scarcely commenced in the year 1896. My answer to question 15 shows that the sudden increase in the death-rate took place in the year from November 1896 to October 1897. This increase was probably inappreciable for November and December, when the scarcity had hardly begun to tell on the people.

252. Owing to the failure of the late rain in 1896 the supply of potable water undoubtedly fell short, and this fact

might certainly tell on the death-rate in the early part of the year 1897. There was an unusual amount of cholera and this might well be accounted for partly by impure water.

254. I have stated in answer to a previous question that in my opinion, the scale of wages of all classes on relief works might with advantage be fixed somewhat lower, and have given reasons for that view. The diet at the poor-house in Satara was amply sufficient to keep the inmates in good health.

255. I have given in answer to question 15 the fullest information that I am able to give about the death-rate; I have no further information than is contained in those figures. I think it probable that few, if any, deaths were directly due to starvation, but that the excess above the normal death-rate was owing to privation consequent on the famine.

256. Everything possible was done in the way of State relief.

257. The measures of State relief were, in my opinion, not defective in principle, and in their working they were defective only in so far that the hill people refused to attend the relief works provided for them, and partly in consequence of that refusal, some of them suffered severely. Nothing was, in my opinion, lacking in the scheme of relief, and when the most distressed class in the district would not attend relief works, advances for land improvement, for purchase of seed and for subsistence were made to them on as extensive a scale as possible in order to save them from starvation on the one hand and the clutches of the money-lender on the other. The forests were opened for their cattle to graze in, and finally, when in the latter part of the rainy season the distress among them became more acute, a system of inspection of the area most affected was organized in such a manner that every village in it was visited once a week with a view to preventing deaths from starvation, and where persons were found so reduced as to be unfit for work they were put on the village dole.

Sanitation was made a cardinal point both on the relief works and in the Satara poor-house. Every precaution was also taken to guard against the contamination of the water-supply. The sanitary and water-supply arrangements on every work that I visited in this district were all that could be desired.

258. The medical staff was not sufficient towards the close of the famine. The strain on the Department was then too great to be fully met.

259. The population according to—

| | | | | |
|------------------------------|---|---|---|-----------|
| The Census of 1871 was | . | . | . | 1,062,121 |
| By the Census of 1881 it was | . | . | . | 1,062,350 |
| Ditto of 1891 „ | . | . | . | 1,225,511 |

I can give no accurate figures subsequent to the latter year.

260 and 261. It cannot be ascertained from the statistics of births and deaths whether there has been a progressive increase in the birth-rate or not. I have before me the figures from the year 1873 onwards, but these are incorrect on the face of them, owing to the faulty manner in which the registers were kept till quite recently.

From the figures it would seem that the number of births doubled themselves between the year 1880 and the year 1885. The statistics are so obviously untrustworthy that I forbear to quote them.

262 and 263. Though the figures of births and deaths are untrustworthy and therefore must be put out of consideration, there can, I think, be little doubt that the birth-rate has steadily increased without any corresponding increase in the death-rate. Under British rule natural checks to population, such as pestilence and famine, have been reduced to a minimum, as also have such checks as war, infanticide and widow-burning, which exist in most uncivilized countries. The death-rate has thus been brought down to its lowest possible figure, while the birth-rate owing to the increasing prosperity of the people has increased.

264. Practically the whole cultivable area of the district is under cultivation. The yield cannot now be increased, therefore, except by irrigation and improved methods of cultivation. To some extent this process is going on. Wells are being sunk, dams are being erected, and so forth.

265 and 266. I believe that the price of food is increasing with the growth of population. Food-grains are much more expensive, for instance, in the densely populated districts of Bombay than in the sparsely populated Central Provinces. They are more expensive and wages are higher in the Bombay Presidency than formerly.

267. Scarcity would be likely to intensify more rapidly into famine under conditions of dearer food and a greater number of people earning low wages.

268. The immediate effects of irrigation works and improved methods of cultivation being to increase the production of food, an increase also of population would also naturally result.

269. I have no remedy for over-population to propose. There might in a way be a kind of natural adjustment, for when the extra production of food had failed to keep pace with the increase in population, there would be an insufficient food-supply, followed probably by a check in the increase of population.

270. The population of England is an artificial growth. It is now a considerable time since it has fed itself. In a way the country may be regarded as enormously over-populated already. I do not think that emigration is a possible remedy for over-population in India. The mass of the population would lack both the means and the inclination to emigrate. In England the colonizing tendency is great; this tendency has fostered our trade, produced our wealth and led to our over-population, for which it is again the remedy.

271. In India education is not, in my opinion, likely, within a measurable period of time, to prevade the millions to such an extent as to lead them to practise control and prevision in the manner suggested.

273. In the neighbourhood of Satara jowari is the staple food-grain. In the eastern talukas both jowari and bajri are used, while among the hill people in the west nachni is used almost exclusively.

274. The people mostly eat three meals in the day, one between 7 and 8 A.M., one about noon, and the third after dark. The first meal consists of bread made of jowari or other grain, with sometimes onions and pounded chillies mixed with salt and garlic. The second meal consists of bread, vegetables and dall, and the third of bread with condiments. Where people are better off, mutton or fish is sometimes eaten in the third meal.

275. If jowari and bajri be unprocurable, nachni or other coarse hill grains might be substituted.

276. Of these substitutes nachni is the best.

277. Other coarse grain, such as wari, sawa, rala are regarded as less nutritive.

278. Jowari alone was used in the Satara poor-house and on the relief works.

279. In the Satara poor-house two meals were provided in the day, each consisting of bread, dall and vegetables.

280. I visited the poor-house in Satara and the kitchens attached to the relief works, several times during the famine year. No complaint was made on any occasion as to the amount and nature of the food, and the inmates looked contented.

Relief workers who had been fined for short work complained that their pay was not enough for their sustenance.

281. The prison scale of diet is higher and more varied than that in kitchens and poor-houses.

282. I think the late high level of prices throughout India was natural and reasonable, being due to the knowledge of failure of harvests.

The whole merchant class all over India could not, in my opinion, combine to keep up the price of grain.

283. I did not think that the depreciation of the rupee in relation to gold affects the prices of good-grains in India.

283A. The prices were higher in Satara than in Sholapur, where the distress was more acute. They were much on a par with the prices in the other neighbouring districts, Poona and Belgaum.

284. Owing to the wise policy of Government in leaving the grain-market to adjust itself without interference, there was always a sufficient supply of grain in the markets of this district to meet the demand.

285 and 286. I believe that the townspeople and villagers were generally able to buy their customary food-grains at the rates quoted in the nearest grain marts. The rates in outlying markets and on relief works were of course slightly higher than those in central markets.

287. The exports of grain from the Satara District during the famine were inconsiderable. They were only 5 per cent.

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Mr. S. R. Arthur. of the imports. The figures for the months February to October 1897 are—imports 628,041, exports 30,480.

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288. As far as I can gather from enquiry, fortunes were not made in the grain trade during the high prices. The rates in the different districts adjusted themselves and tended for the most part to a common level. I think it improbable that any one dealer would have been allowed by the others to make a fortune, and I hardly think that they could combine everywhere in such a way as to make a ring to keep up prices. On the whole, I think it probable that most of them made their normal profit, or perhaps a little more in compensation for the undoubted risks they ran.

290. I think many of the more wealthy classes had surplus stocks of food-grain. In Mán Taluka there was a good kharif harvest, and the cultivators, tempted doubtless by high prices, sold grain to an unwise extent, with the result that towards the latter end of 1897 they were in straits for food. Mostly, I think, the people held up their surplus stocks, possibly dreading the contingency of a second year of famine following the first.

293. I have had no time to make thorough enquiries on this point, but I should say that it is probable that the habit of storing food-grains in pits has decreased with the improvement in means of communication.

294. New railways and roads have undoubtedly stimulated export. The recent famine has proved that, where crops fail and prices go up, private trade is ready to import freely, and always will be ready so long as the market is not interfered with and is allowed to adjust itself.

295 and 296. Those on relief works were for the most part low-caste people. The cultivating classes were more generally helped in other ways, such as the granting of loans, &c.

300. The higher classes and cultivators in the central and eastern sections of the district are undoubtedly in a better position to resist famine than in 1877. The hill people of the west have not progressed much in the interval. The reasons for this are perhaps that their country is so difficult of access and their soil so barren. The low-castes in the central and eastern portions of the district also mostly live from hand to mouth and have practically no reserves.

301. I have answered this question already under the questions relating to poor-houses and relief works.

303. I am not in favour of any interference with private trade.

In concluding my notes in reply to various questions, I must plead indulgence for a tautology of which I am fully conscious, only remarking that the different subjects of consideration in relation to famine policy are so intertwined that a certain amount of repetition is almost inevitable. I also regret that I have not time to make such local investigations as would have enabled me to answer certain questions which I have left unanswered.

(*President.*)—Are you Assistant Collector at Satara?—Yes.

What talukas were you in charge of during the famine?—Jaoli, Satara, Wai and Koregaon.

(*Mr. Holderness.*)—Was the whole district distressed?—Yes, but the Western Ghat Section was far the most affected.

Are the cultivators very poor?—Those in the hills are very poor.

What was the failure of the crops due to?—Excess of rain in the beginning and complete absence at the end of the rainy season.

Was it particularly difficult to relieve them?—The hill villagers showed a disinclination to come on relief works and these it was very hard to relieve.

Did you have any relief works for the Ghat villages?—Yes, one 8 or 10 miles in length on the Satara-Mahableshwar road. The people had to cross one or more hill ranges to come on this work.

Did they come?—No, not many.

Did you make residence compulsory?—Yes.

Do you think residence prevented them from coming?—I don't think there was any objection to residence on the works.

Why did they object to attend the relief works?—They said that they had their families and cattle to look after. I explained that families could come with them and that they should arrange to herd their cattle, but it was very difficult to get them to listen.

Did you give any gratuitous relief to the hill people?—Yes, I spent all my relief fund on them.

In answer to question No. 7 you say:—"The great majority of the population in the eastern and central sections of the district have ample resources in the shape of either money or food," etc., etc. What evidence have you on that point?—Not much. I chiefly infer it from the fact that few cultivators from these sections of the district came on relief works. The workers were chiefly of the labouring class.

Was any work open in the eastern section?—One in the north of Satara on the Poona-Bangalore road.

Was it a test work?—Yes, two test works were first opened, and after that we opened other works: seven in all.

Did these seven works give relief to the whole of the District?—Yes.

What was the longest distance those wishing relief had to travel?—I should say 25 miles.

On these works was residence made compulsory?—Yes.

In answer to question No. 23 you say labour might be more concentrated. On what grounds?—I think a great many people who did not want relief came to the works because they were near their villages, simply to supplement their means.

You think people who did not want relief came to the works?—Yes.

In answer to question No. 32 you say the land-holding class and the cultivating and the non-proprietary class in the west will feel the effects for sometime?—Yes: tagai was granted freely for land-improvement, purchase of seed and for maintenance. The hill people will find some difficulty in making repayments.

In answer to question No. 20 you say that 10 was the age fixed. Is not that a departure?—I believe I am wrong and that 7 was the age fixed.

In answer to question No. 21 you give a table showing the daily number on the works. Can you assign any reason for the drop in May?—Some of the works were closed then, and many people went home in preference to going to another relief camp.

Do you know how many works were closed?—Three road works. I do not think more than that.

In answer to question No. 22, you say people could live on the C and D wages, but do you think an able-bodied labourer fined below D could keep himself on it?—He managed to live on the D wage. I do not think there was much fining below that.

Was it a fact that a man actually paid his land-revenue out of savings on the relief camp?—He informed me so himself.

Would the family mentioned by you in answer to question 22 be a typical family?—No; I was giving an extreme case. Cases might arise where one family would earn more than they require: what I meant to say was that the scale was a little bit too high all round. I heard of families earning about R20 a month.

In answer to question No. 28 you say that the village officers were very careful in distributing the dole?—Yes. I did not find a single case in which they made illegitimate use of it; the work was done under the supervision of higher revenue officers. I checked it largely myself.

In answer to question No. 31 you say more than five lakhs were advanced to the land-owners and cultivators. Was this given in the Hill portions of the district?—Yes, in my charge entirely so.

In answer to question No. 33 you say, "Under the orders of Government loans were not granted in the *inam* villages, except with the consent of the *inamdar*." What was the position of the people in these with regard to relief?—They got relief work and village dole.

Would you extend village doles to *Inam* villages if they required it?—Yes, certainly. I think Government should give doles in *Inam* villages as well as in Government villages.

Did the *inamdars* collect their rents in full?—Yes; so I believe.

You say you think that *takavi* advances should be made by Government in *Inam* villages?—Yes, where Government have the guarantee of a saleable right, title and interest of the tenant in the land.

Were rates high in those villages?—In some the rates are settled and some not settled; the former are the same as in

Government villages. I am afraid I cannot speak for the others.

In answer to question No. 34 you say that the arrangements existing in your district for ascertaining and reporting failure of crops were perfect. In what month did you get the report showing the "extent of failure" of crops?—I believe it was received in November in the Collector's office. I as Assistant Collector received it somewhat earlier for my charge.

Did that show actual failure on each field?—Yes.

And for each village the average was struck out on the return of the fields?—Yes.

You knew the extent of the uncultivated area?—Yes.

In reply to question No. 44 you say that granting loans for Land Improvement is a pre-eminently useful and pre-eminently economical measure?—Yes, specially to the people up in the Hill districts. In the earlier months we gave each cultivator money for seed, and later on in July we gave them advances for subsistence so that they might be enabled to stay on their fields during the cultivating period.

What are advances under the Land Improvement Loans Act for?—Chiefly for constructing dams, making embankments, terracing fields, making wells.

Will these improvements be permanent?—Yes, mostly so.

How far in your experience will the people go to join a relief work?—Fifteen or 20 miles at the most.

Would that be some test?—Yes.

Did you enforce the distance test?—No, nominally we did not, but when a work was overfull those living nearest to it were sent on to another work.

You are not aware of any friction between the Civil authorities and Public Works Department?—No.

Would you place the special Civil officers under the Public Works Department?—I do not think divided authority is good.

What were the duties of the Civil officer?—He regulated admission to the works and managed kitchens.

The Civil officer could have worked equally well under the Public Works Department?—Yes.

If he is under the Executive Engineer, would he bring to the notice of the Collector irregularities?—I do not think he is in a position to bring things to the notice of the Collector; he is a very inferior officer. The superior officers always visit the works, and so it is for them to notice irregularities.

Was there any objection to sending children to the kitchens?—Probably objection was got up by people who preferred cash payments. The number of children went down when kitchens were opened.

You say in answer to questions Nos. 150 and 151 that a certain number of "inferior village officers were put on the dole register." Why was it done?—In order to enable them to stay in the village where their services were required. After obtaining the Collector's permission I gave them the monthly cash equivalent of the grain-dole.

What became of their women and children. Did they go to the works?—I cannot say that.

What was the amount of the cash dole?—Two rupees a month.

You had no kitchen?—No, except charitable distribution of food in charitable houses; which were opened towards the end of the famine.

Were they open to everybody?—Yes.

Were they well attended? Useful?—Yes.

How many?—Five or six.

What was the daily attendance?—On an average 75 in large charitable houses; that is, when they were first opened.

In what condition are the people now?—I can't say. I went on privilege leave in October, and since my return I have not seen anything of the district.

How are the people in the western or hill portion?—Well, I think very badly off. They will find it difficult to pay takavi advances, in addition to assessment and arrears of assessment.

On the western portion you refer to, did the people complete the works for which they took advances?—I believe they were mostly completed within the allotted time.

Box.

In answer to question No. 201, you say the sums advanced for cattle, and seed were of immense value to the poor people. Were the advances large?—I have stated the amount in answer to question No. 199.

In answer to question No. 206, you describe the advantages in State advances to the cultivator. Are there no drawbacks?—I see none if the advances are made by the Assistant Collector personally. My experience of trusting the work to subordinates was:—(1) lengthy delays in enquiry; (2) complaints of speculation; (3) tagai granted where it was not needed and not where it was. I thus saw at an early stage that if the tagai was to be of any use I must make the necessary enquiries personally. I accordingly did so, fixing my camp in the most affected parts. I enquired summarily on the spot chiefly through the village officers as to the solvency of the applicants and the adequacy of the security offered, and when satisfied I issued cheques to the applicants which they took to the sub-treasury to be cashed. Seeing that they received advances so quickly the cultivators thronged to my camp with applications. My strictures on subordinates do not apply to all. Some Mamlatdars worked hard and conscientiously and gave me every possible assistance.

Did the cultivators to whom tagai was granted employ labour?—Yes, they both employed labour and maintained their families who laboured at the work too.

In answer to question No. 215, you say private indebtedness has increased. Do you think mortgages have increased also?—Yes, I think so.

Were the grass operations successful?—Yes, but there was no very considerable need in Satara. Some of the pressed bales were transferred to Poona.

Then fodder famine was not great in Satara?—No, except in one or two talukas in the east of the district.

Was not forest grazing allowed?—Yes, the forests were thrown open to free grazing.

Have birth-rates increased of recent years?—Yes, very rapidly.

Is there demand or pressure for land?—Yes, considerable. Hardly a cultivable acre remains uncultivated.

Do you think that that is a sign of prosperity?—Yes, I think so.

(*Dr. Richardson.*)—Were there many orphans?—I hadn't many to deal with.

Was the death-rate normal?—It was one per cent. above the normal rate.

Was the medical staff insufficient?—I should say not sufficient because we hadn't one Hospital Assistant to each camp.

(*Mr. Bose.*)—Is the land revenue in your charge paid?—Yes, except that suspended owing to famine.

In answer to questions Nos. 222, 223, 224, 225 and 226, you gave some suggestions regarding distribution of charitable funds. Do you mean that there should be no conditions attached to the distribution of that fund?—I should give the Collectors and Assistants broad lines to work upon, but I should not tie them down exclusively to particular objects.

Unless you strictly lay down certain rules or conditions, there is a fear of the money being used for other purposes?—Not if the Assistant Collector makes his distribution personally. The opportunities for speculation are so numerous that I regard his doing so as essential. The labour involved is enormous. The distribution in my charge cost me several hours work a day for months and perpetual lengthy journeys through the affected parts. The result obtained was commensurate with the labour. Practically the whole of the Rs. 50,000 or so allotted to my charge was distributed in money (for the purchase of grain) or in clothes by myself personally, and as far as my judgment went, after close enquiries in each affected village the relief reached those most needing it.

How would you treat respectable people who did not come for relief?—There were no considerable number of persons in the district in such straits as to need relief and with caste prejudices to joining relief works.

(*Mr. Monteath.*)—Can you prevent charitable cases overlapping Government relief?—No, I have stated in one of my replies that in my opinion you cannot prevent their overlapping.

Mr. S. R. Arthur.

1st Mar. 1898.

RAO BAHADUR K. N. BHANGAONKAR, District Deputy Collector, Dharwar, called in and examined.

I put in a written statement of evidence.

Rao Bahadur K. N. Bhangakonkar.

1st Mar. 1898.

Nearly all the works opened for the relief of distress in the Dharwar District were started by the District Local Board of Dharwar. On these works labourers were not classified and paid in accordance with the rates of wages given in the Famine Code. Wages were paid at fixed rates (annas 2 for males, anna 1½ for females and anna 1 for working children; these rates were slightly raised towards the close of the year when prices rose very high) on condition of the people relieved performing a fair amount of task. No separate payments were made for the support of non-working children and dependants, as the wages earned were deemed to cover these charges. I believe these departures did not affect the people of my charge prejudicially, as no material deterioration in the physique of the population was noticeable, and they enabled us to tide over the famine more economically. No hutting arrangements were made on any of the relief works carried out by Civil Agency, and they were made only to a small extent on works carried out by Public Works Agency. Indeed these arrangements were really unnecessary, as residence at the works was not compulsory and our relief works were always going on at three or four centres in each taluka convenient to labourers from adjoining villages. Labourers came to the works in the morning from their villages and returned home in the evening if their villages were near, e.g., within three or four miles of the works; if their villages were more distant, they provided themselves with shelter in the houses of friends and acquaintances, or in public temples or dharmshalas, or in the open verandahs of well-to-do people in the villages in the vicinity of the works.

The following Code relief measures were not carried out in my charge, as circumstances did not warrant the expense:—

- (a) No special Civil officers were appointed.
- (b) No poor-houses were opened.
- (c) No kitchens were opened, or cash payments made, for the support of non-working children and dependants except on test-works.
- (d) No relief was given to weavers.

(B) Degree of success which has attended the relief measures adopted.

The following measures of State relief were carried out in my charge during the last famine:—

- (a) Grain doles were given under section 57 of the Code to the aged and infirm, etc., in the villages.
- (b) Inferior village servants (Shetsandis and Mahars) remunerated for their services by assignments of land which yielded no crops were also given doles under section 60 of the Code.
- (c) Relief works were opened by the District Local Board Municipalities and Government.
- (d) Collection of land-revenue was suspended to the extent of Rs. 6,567.
- (e) Large tagai advances were made both under the Land Improvement Loans Act and under Act XII of 1884.
- (f) Government forests were thrown open to free grazing of cattle from affected parts.
- (g) Remuneration of superior village officers (Patels and Kulkarnis) was increased in certain cases under section 52 (f) of the Code.

Rupees 6,276 from the Indian Charitable Relief Fund were also expended in my charge on the four heads laid down by the Committee.

All these measures combined have certainly prevented acute distress, and not a single soul was known to have died of starvation. Many people must have been obliged to forego many little comforts to which they were accustomed, and the standard of living was lowered in many families. This was of course unavoidable when prices rose 200 or 300 per cent., but the administration of the famine must be pronounced successful, because at the close of it no material deterioration was observed in the physical condition of the people, when the death-rate of the year was nearly normal, being only 6 per mille in excess of the mortality of normal years in the worst affected parts, and when at the close of it every acre of cultivable land was actually sown with crops.

(C) Measures and methods of working which seem likely to prove most effective in these two respects.

(1) The programmes of our relief works maintained under section 12 of the Famine Code should contain a larger number than at present of large public works, particularly irrigation projects and relief labour should be employed on such large works from the commencement. Of course such works cannot be found everywhere and people must go to some distance for work. This people are less reluctant to do now than they were 20 years ago when facilities of communication were not so great. I am of opinion that if accommodation for residence is provided on relief works, people will not object to go to a relief work situated in their own or in a neighbouring taluka, provided the place at which it is opened is known to them, has not a reputation of being particularly unhealthy and from which they can return on foot to their homes in a day or two to attend to anything requiring their attention, or to take advantage of circumstances that may be favourable for the next year's cultivation. I think it will be practicable to withhold relief from able-bodied labourers who refuse to attend large relief works at the distances stated above. No doubt they will show a reluctance to go at first, but a little firmness on the part of the authorities will, I have little doubt, induce all really in need of relief to go to such distances.

I do not recommend, however, the conveying of relief labourers to long distances of, say, over 100 miles by rail or steamers. Such a measure would be opposed to—

- (a) feelings and habits of the people, and
- (b) would cause the labourers real hardship in more ways than one.

As to (a). Indian agricultural population (and our relief labourers would be drawn mainly from this class, the case of professional labourers such as Waddars who are taken to long distances by contractors being different) is notoriously home-abiding. Thousands and thousands of them never leave their taluka or district, and the proposal to take them to long distances for purposes of relief would, at present, be looked on by the majority of them with as much dread as if they were being transported. I am ready, however, to admit that with increasing facilities of communication people are gradually acquiring a personal knowledge of more distant places, and the reluctance to go to distant places for relief will diminish in the proportion in which agricultural population acquires such knowledge.

As to (b). As stated above, most of our relief labourers would be from classes connected with agriculture. They would generally leave behind some cattle, household things and possibly a house of their own. They would generally also leave some old or very young relations in charge of their things and would naturally wish to see from time to time how they are faring. This they can only do if the works are within a reasonable distance of their villages and can return home without expense, which will not be possible if journeys are to be made by rail or steamer. They may also desire to return home in case of sickness amongst themselves or among the relations left at home, or to take advantage of circumstances favourable for next year's cultivation.

(2) I am respectfully of opinion that liberal grants of tagai for land improvement should always be an important factor in our famine relief operations. Works carried out from these advances afford congenial employment to people at their homes, prevents the breaking up of households and saves the State the cost of supervising establishments. The amount thus allotted is, further, not permanently lost to the State. The advances are always made on very good security and are fully recoverable with interest, and the fact that relief houses and kitchens were not found necessary in the Dharwar District is in a large measure due to the liberal grant of these advances.

(3) During the last famine, Shetsandis and Mahars were relieved by means of grain-doles. This throws much extra labour on taluka establishments at a time when they are fully employed. I think monthly payments in cash, calculated on the actual expenditure on this account in the last famine, would be a desirable improvement.

(4) Programmes of relief works maintained under section 12 of the Famine Code should contain more irrigation works. Metal collection, though it affords suitable employment to famine labour, is not the best way of spending State money on relief. Now that railways have opened up the country, through roads have been superseded by railways, and it is only the feeder roads on which metal collected by famine labour can be used. If famine labour is mainly employed on metal collection, the quantity stored

will be ever so much greater than the requirements of feeder roads may need, and the amount thus spent beyond actual and immediate requirements is, to my mind, a waste of public funds. I would like to see irrigation projects more largely in our programmes of relief works. It is true such projects cannot be found out except after very careful enquiries by competent engineers instituted beforehand, but the scheme is worth a trial, and our engineers should receive standing orders to be always on a look out for such projects. Though certain irrigation projects may not be remunerative, looked at from a commercial point of view, because they would not yield a net revenue of so much per cent. on the capital outlay, yet they would be preferable to metal collection, because they would permanently benefit the country by protecting some area at least against future famines. Money has to be spent for purposes of relief, and I think it would be better to spend it on even less remunerative irrigation works than on metal collection or construction of roads which have to be abandoned soon after construction.

(5) Clause 2 of section 143 of the Famine Code provides for granting tagai to smaller cultivators to provide themselves with means of subsistence; but this provision has been interpreted to confine the grants of loans for this purpose during the cultivating season only. I am respectfully of opinion that this restriction should be removed in the case of those cultivators who are able to give a satisfactory security for the repayment of loans for this purpose. These grants may be made on condition that families of persons granted loans for this purpose will not be admitted to relief works. If this is done, the ultimate expense to the State will be less than under the present scheme, because the money so advanced is sure to be repaid. The measure will enable small proprietors to preserve their respectability by doing away with the necessity of resorting to relief works.

(6) Section 151 (a) of the Famine Code provides that semi-gratuitous relief by employment in their own craft may be given to such weavers as are deemed incapable of gaining a livelihood on the ordinary relief works.

This provision has not been put in force in the last famine except in a few municipal towns. No general principles have, to my knowledge, been laid down as to the way in which relief has to be managed, and I think this should be done, as every relief officer cannot safely be left to work out a scheme for himself.

(7) I think the present classification of relief labourers into four classes A, B, C and D is difficult to make, except after an actual experience of the working capacities of the labourers. I would divide all adult relief labourers, as such, into two classes only, viz., (1) able-bodied and (2) weakly, and give them the wages of B and D class. I would regard healthy children above 12 years as adults and would give a uniform wage of eight chattraks to all working children under 12 years of age. The requirements of some work may call for the services of some professional workmen such as miners, etc., and they may be entertained at rates prevailing in the labour market, and these workmen need not be looked upon and classified as relief labourers.

(President).—You were at Dharwar throughout the famine?—Yes, sir.

When were the relief works started?—In November.

By whom?—The tank works by Civil Agency by the District Local Board.

You cleared the tanks?—Yes, repairing and removing silt.

Did you employ all people who came forward for work?—Yes.

What rates did you offer?—Men 2 annas to 2½ annas, women 1½ annas to 2 annas, and 1 anna to 1½ anna for working children.

How did they differ from the market rates?—Very little.

In what respect did your working differ from the Public Works Department?—The wages were lower than those offered in ordinary seasons and the quantity of work actually done 20 to 30 per cent. more than the estimated quantity.

Was there any necessity for fining?—No; when weakly labourers were not able to do their full share of work their relations assisted them in getting through it. They were told to do a certain amount of work and they did it.

Was the task a full task?—No, it was not. 100 cubic feet was considered a fair task for a small gang of work people earning 5 to 6 annas.

What class of children came to the works?—Only the working children.

What about the old women. Did they keep them in the villages?—Yes generally.

It was generally found in other districts that during famine people would not do their full task of work, and were content to take lower wages, i.e., C and D. How was it in your district?—In the commencement people used to do little work, but on their being told that they would be sent away they behaved fairly well.

How was the health of the labourers?—It was fair.

To what extent did you give gratuitous relief?—Doles to destitute persons under Section 57 cost R2,825, and doles to village servants (Shetsandis and Mahars) cost R17,167.

Was there much loss of cattle?—Yes, the greatest mortality was amongst milch cattle and young stock. Plough cattle did not suffer so heavily.

Were the cattle sent to other places for grazing?—Yes.

Had they far to go? How did they fare?—40 to 50 miles. They mostly survived; many did return to their villages, and the rest either died or were sold to the butchers and others.

Did you notice any sale of jewels?—No.

What do you attribute that to?—I think the people sought relief in time and the relief works were also opened early.

(Mr. Holderness).—Were all those who came to the work able-bodied men?—Those that belonged to the "Wardar" caste and other working classes were able-bodied.

Did you fix a separate task for each gang or for the whole?—In the works under the Civil Agency when we employed a family, we calculated what the family was able to earn according to rates of wages fixed and fixed our task accordingly. We expected an outturn of 100 cubic feet for 6 annas.

Task for a week or day?—A day's task was always given.

Was it measured every day?—Sometimes daily and sometimes weekly.

If you had a gang of 5 men and 9 women and another gang of 5 men and 5 women, would the gang which had most women have to do less work than the other?—We calculated an outturn of 100 cubic feet for 6 annas of wages earned. The more women the lesser number of cubic feet was exacted from the gang, but when there were more men a larger number of cubic feet. We fixed the task in proportion to the wages earned by the gang.

Did you require the same number of people to be present?—Yes, those whose names were entered on the list.

And so you did strictly follow the Code?—Yes to this extent.

When did your relief works commence?—On the 20th October 1896.

Did the people come from long distances?—They came from neighbouring villages.

How many works had you in the taluka?—Three or four works at a time.

Did the people go home?—Yes, if their villages were close.

Did you construct any huts for them?—No.

How many people did you employ?—Two to three hundred on each work.

Did you make considerable advances?—Yes. About two lakhs.

Was the distress great?—There was an entire failure of crops in one taluka and two Pettas, but the neighbouring talukas had good crops and so people found good employment there.

Were the rates of wages paid by the Public Works Department and you the same?—Nearly the same.

Were the wages paid by the others who engaged labour higher?—No. The usual rate was two annas for a man in rural areas. In towns the rate was higher.

(Mr. Monteath).—What was the maximum number of men?—Ten thousand.

What was the number that received gratuitous relief?—Between 200 and 300.

Are you quite sure people on the relief works did not get any gratuitous relief?—No. The people who were on the

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Rao Bahadur K. N. Bhangaonkar. gratuitous roll were old women and others forsaken by their relatives.

Did you carry out large works?—Yes, two or three, which were managed by the Public Works Department.

1st Mar. 1898. You had no work on which large numbers of labourers were employed?—No.

Do you think the system you describe suitable for small works?—Yes. The works on which we were engaged were situated between three or more villages; the roads passed right through the taluka and the people from villages in

the vicinity took advantage of the works, and it enabled the people to go home every evening.

Do you mean that notwithstanding these advantages you still gave the people higher wages?—Yes, because we gave nothing for non-working children and dependants. It was therefore necessary to keep our wages higher.

(*President.*)—You say at the end of your printed note that you would treat children above 12 as adults and give a wage of 8 chattaks to children below that age. Would your 8 chattaks include extras for the children?—I think so.

RAO BAHADUR N. C. SOMAN, District Deputy Collector, Belgaum, called in and examined.

Rao Bahadur N. C. Soman. I put in a written statement of evidence.

1st Mar. 1898. I was in charge of the Revenue Sub-division comprising the talukas of Athni and Gokak in the Belgaum District during the whole of the famine period, and as no Special Relief Officer was appointed, I had to perform all the duties referred to in Sections 47 and 49 of the Famine Code. I visited off and on the relief works in charge of the Public Works Department.

(A)

2. The departures from the prescriptions of the Famine Code were as under:—

- (1) The Collector was allowed discretion to increase the amount of permanent advance to the Relief Mamlatdar from Rs100 to Rs500 (Section 50a).
- (2) Jowari instead of flour and grain equivalent instead of the "other items" were issued as gratuitous dole (Section 54a).
- (3) Payments were made from day to day whenever practicable instead of paying *at once* for the entire journey over one day (Section 84b).
- (4) The Sunday wage was not paid on Saturday evening (Section 85).
- (5) The Sunday wage was allowed to those persons only who have after the Sunday or rest day succeeding their arrival on the work laboured for six days consecutively (Section 85).
- (6) The Special Civil Officers had not summary powers (Section 90).

3. All these departures were authorized by Government, as they were necessary in the interests of convenience, expediency or economy.

(B)

4. The area and population affected in my charge was as follows:—

| Taluka. | Number of villages. | Area in square miles. | Population. | PERCENTAGE OVER THE TOTAL. | |
|---------|---------------------|-----------------------|-------------|----------------------------|-------------|
| | | | | Area. | Population. |
| Athni . | 67 | 663 | 92,915 | 84.7 | 75.3 |
| Gokak . | 92 | 567 | 96,177 | 84.3 | 81.1 |

5. The following table contrasts the rainfall of the season with the average:—

| Month. | ATHNI. | | GOKAK. | |
|-------------|---------|----------|---------|----------|
| | Season. | Average. | Season. | Average. |
| May . . . | 4.74 | 1.50 | 1.21 | 1.61 |
| June . . . | .70 | 4.21 | 3.32 | 3.44 |
| July . . . | 2.80 | 2.80 | 2.59 | 2.31 |
| August . . | 2.39 | 2.95 | 4.40 | 2.62 |
| September . | .93 | 4.42 | .60 | 3.05 |
| October . . | 1.87 | 6.15 | .56 | 6.91 |
| November . | .70 | 1.17 | .45 | 1.59 |
| December . | ... | .36 | .38 | .78 |
| TOTAL . | 14.41 | 23.56 | 12.97 | 22.31 |

6. The fall in June and July was sufficient for the sowing of early crops, which were sown as usual, but from the last week of August to the 19th of November there was practically a complete break, and the result was that most of the early crops withered, and, where they were harvested, the yield was very poor. The rain registered at Athni in October was confined almost to the town of Athni only, so that it did not in any way help the sowing of late crops in the outlying villages, and it may be said that, with the exception of cotton, the late crops were practically not sown at all, except in the tract overflowed by the Krishna and the Ghataprabha and in low-lying lands, as also in a few villages (12 in Gokak and 4 in Athni), which, strangely enough, were favoured with moderate but seasonable showers. These remarks do not, of course, apply to the group of about 20 villages in the Gokak Taluka lying to the west and south of the Gokak hills which are reached by the south-west monsoon, nor to the 15 villages irrigated by the Ghataprabha canal.

7. The subjoined table shows statistics of cultivation for the affected area:—

| Taluka. | Total cultivable area. | Occupied area. | Area under cultivation. | Difference between Columns 3 and 4, i. e., fallow. | Percentage of fallow. |
|-------------------|------------------------|----------------|-------------------------|--|-----------------------|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Athni— | A. g. | A. g. | A. g. | A. g. | |
| 1896-97 | 397,769 21 | 392,540 13 | 174,417 32 | 218,122 21 | 55.5 |
| 1895-96 | 397,777 15 | 392,522 9 | 332,532 1 | 59,990 8 | 15.2 |
| Gokak— | | | | | |
| 1896-97 | 299,182 39 | 292,289 32 | 215,473 32 | 76,816 0 | 26.2 |
| 1895-96 | 308,774 13 | 297,695 3 | 254,947 22 | 42,747 21 | 14.3 |

8. The outturn of crops was as follows :—

| Taluka. | EARLY CROPS. | | | | | LATE CROPS. | | | |
|-----------------|--------------|-----------------|---------------|---------------|-------------|---------------|-------|---------------|---------------|
| | Rice. | Jowari. | Bajri. | Tur. | Sugar-cane. | Wheat. | Gram. | Cotton. | Jowari. |
| | Anna. | Anna. | Anna. | Anna. | Anna. | Anna. | Anna. | Anna. | Anna. |
| Athni | 1 | 1 | $\frac{3}{4}$ | $\frac{1}{4}$ | 6 | $\frac{1}{4}$ | 2 | $\frac{3}{4}$ | $\frac{1}{2}$ |
| Gokak | 7 | 5 $\frac{1}{2}$ | 2 | 3 | 10 | 3 | 4 | 6 | 2 |

9. The subjoined statement shows the prices of the staple food grains week by week, together with those prevailing during the corresponding months of the preceding year and the corresponding weeks of 1876-77 :—

| Month and Week. | Athni. | | | | | | Gokak. | | | | | |
|-----------------------------|------------------|----------|------------------|----------|----------|----------|----------|----------|------------------|----------|----------|-----------------|
| | Jowari. | | | Bajri. | | | Jowari. | | | Bajri. | | |
| | 1896-97. | 1895-96. | 1876-77. | 1896-97. | 1895-96. | 1876-77. | 1896-97. | 1895-96. | 1876-77. | 1896-97. | 1895-96. | 1876-77. |
| | | | | | | | | | | | | |
| Week ending 13th November . | 18 | 52 | 12 | 18 | 54 | ... | 19 | 48 | ... | 19 | 48 | 12 |
| " 20th " | 16 | ... | 16 | 16 | ... | 15 | 21 | ... | 16 | 21 | ... | 15 |
| " 27th " | 24 | ... | 15 | 20 | ... | 15 | 26 | ... | 15 | 26 | ... | ... |
| " 4th December . | 18 | 64 | 16 | 20 | 28 | ... | 21 | 56 | 16 | 23 | 52 | ... |
| " 11th " | 17 | ... | 17 | 20 | ... | ... | 22 | ... | 17 | 24 | ... | ... |
| " 18th " | 18 | ... | 18 | 20 | ... | 20 | 22 | ... | 18 | 24 | ... | 20 |
| " 25th " | 20 | ... | 18 | 20 | ... | 20 | 23 | ... | 18 | 22 | ... | 20 |
| " 1st January . | 20 | 48 | 20 | 20 | 52 | 21 | 26 | 56 | 20 | 21 | 56 | 21 |
| " 8th " | 21 | ... | 20 | 22 | ... | 21 | 27 | ... | 20 | 24 | ... | 21 |
| " 15th " | 22 | ... | 19 | 22 | ... | 19 | 26 | ... | 19 | 24 | ... | 19 |
| " 22nd " | 22 | ... | 18 | 20 | ... | 19 | 25 | ... | 18 | 26 | ... | 19 |
| " 29th " | 22 | ... | 19 | 20 | ... | 19 | 25 | ... | 19 | 24 | ... | 19 |
| " 5th February . | 21 | 66 | 20 | 20 | 52 | 20 | 24 | 56 | 20 | 24 | 56 | 20 |
| " 12th " | 20 | ... | 19 | 20 | ... | 20 | 24 | ... | 19 | 23 | ... | 20 |
| " 19th " | 18 | ... | 19 | 18 | ... | 20 | 25 | ... | 19 | 24 | ... | 20 |
| " 26th " | 19 | ... | 19 | 18 | ... | 20 | 23 | ... | 19 | 23 | ... | 20 |
| " 5th March . | 19 | 52 | 19 | 20 | 56 | 20 | 23 | 56 | 19 | 21 | 56 | 20 |
| " 12th " | 19 | ... | 18 | 20 | ... | 19 | 21 | ... | 18 | 22 | ... | 19 |
| " 19th " | 19 | ... | 18 | 20 | ... | 19 | 22 | ... | 18 | 23 | ... | 19 |
| " 26th " | 20 | ... | 19 | 20 | ... | 19 | 21 | ... | 19 | 21 | ... | 19 |
| " 2nd April . | 18 | 52 | 18 | 18 | 52 | 18 | 19 | 56 | 18 | 22 | 56 | 18 |
| " 9th " | 18 | ... | 18 | 18 | ... | 17 | 20 | ... | 18 | 21 | ... | 17 |
| " 16th " | 19 | ... | 16 | 19 | ... | 15 | 20 | ... | 16 | 21 | ... | 15 |
| " 23rd " | 20 | ... | 16 | 19 | ... | 16 | 24 | ... | 16 | 23 | ... | 16 |
| " 30th " | 20 | ... | 15 | 18 | ... | 16 | 24 | ... | 15 | 23 | ... | 16 |
| " 7th May . | 20 | 52 | 15 | 18 | 46 | 15 | 21 | 56 | 15 | 25 | 52 | 15 |
| " 14th " | 20 | ... | 15 | 18 | ... | 15 | 21 | ... | 15 | 22 | ... | 15 |
| " 21st " | 19 | ... | 15 | 18 | ... | 14 | 22 | ... | 15 | 24 | ... | 14 |
| " 28th " | 19 | ... | 15 | 18 | ... | 15 | 22 | ... | 15 | 21 | ... | 15 |
| " 4th June . | 19 | 52 | 15 | 18 | 46 | 15 | 21 | 52 | 15 | 23 | 52 | 15 |
| " 11th " | 19 | ... | 14 | 18 | ... | 15 | 20 | ... | 14 | 20 | ... | 15 |
| " 18th " | 19 | ... | 12 | 18 | ... | 11 | 21 | ... | 12 | 19 | ... | 11 |
| " 25th " | 19 | ... | 12 | 16 | ... | 12 | 20 | ... | 12 | 21 | ... | 12 |
| " 2nd July . | 18 | 52 | 12 | 16 | 46 | 11 | 21 | 56 | 12 | 21 | 52 | 11 |
| " 9th " | 17 | ... | 11 | 16 | ... | 10 | 18 | ... | 11 | 19 | ... | 10 |
| " 16th " | 15 $\frac{1}{2}$ | ... | 10 $\frac{1}{2}$ | 15 | ... | ... | 17 | ... | 10 $\frac{1}{2}$ | 18 | ... | ... |
| " 23rd " | 14 | ... | 10 | 14 | ... | ... | 18 | ... | 10 | 18 | ... | ... |
| " 30th " | 15 | ... | 8 $\frac{1}{2}$ | ... | ... | ... | 17 | ... | 8 $\frac{1}{2}$ | 17 | ... | ... |
| " 6th August . | 15 | 52 | 8 $\frac{1}{2}$ | ... | 50 | ... | 17 | 56 | 8 $\frac{1}{2}$ | 17 | 48 | ... |
| " 13th " | 14 | ... | 9 $\frac{1}{2}$ | ... | ... | ... | 17 | ... | 9 $\frac{1}{2}$ | 17 | ... | ... |
| " 20th " | 14 | ... | 11 | ... | ... | ... | 17 | ... | 10 | 17 | ... | 10 |
| " 27th " | 14 | ... | 11 | ... | ... | ... | 17 | ... | 10 | 17 | ... | 10 |
| " 3rd September . | 14 | 40 | 11 | ... | 40 | ... | 16 | 56 | 8 | ... | 44 | 8 $\frac{1}{2}$ |
| " 10th " | 14 | ... | 10 | ... | ... | ... | 18 | ... | 9 | 19 | ... | 8 $\frac{1}{2}$ |
| " 17th " | 14 | ... | 12 | ... | ... | ... | 18 | ... | 11 | ... | ... | 9 |
| " 24th " | 15 | ... | 19 | ... | ... | 20 | 23 | ... | 12 | 22 | ... | 14 |
| " 1st October . | 18 | 22 | 21 | 24 | 24 | 22 | 24 | 29 | 15 | 24 | ... | 17 |
| " 8th " | 20 | ... | 17 | 28 | ... | 17 | 25 | ... | 16 | ... | ... | 19 |
| " 15th " | 20 | ... | 17 | 24 | ... | 17 | 22 | ... | 16 | 27 | ... | 24 |
| " 22nd " | 22 | ... | 16 | 26 | ... | 21 | 26 | ... | 15 | 27 | ... | 24 |
| " 29th " | 22 | ... | 15 | 30 | ... | 22 | 31 | ... | 16 | 33 | ... | 32 |

10. At Shedbal, which is the principal railway station in the Athni Taluka, from October 1896 to September 1897, 49,247 maunds of grain was imported by rail, against only

19,081 during the year ending 30th June 1896, which may be taken to represent the imports in an ordinary year. Besides this a considerable quantity was imported by road

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from Bijapur and Miraj. The exports of grain from the same railway station during the same period were 7,896 maunds against 56,166 maunds. The imports thus show an increase of 30,166 maunds, and exports a decrease of

48,270. Figures for the Gokak Taluka are not at hand.

11. The decrease in cattle in the affected villages is exhibited in the following table:—

| | CATTLE AND OTHER QUADRUPEDS. | | | | | | | | | | | | | | | |
|---------------|------------------------------|---------------|-----------------------------------|-----------------|---|---------------|---------------|----------------|--------------|-----------------|--------|--------------------|--------|--------|---------|--------|
| | PLOUGH CATTLE. | | BULLS FOR BREEDING PURPOSES ONLY. | | OXEN AND HE BUFFALOES FOR OTHER PURPOSES. | | MILCH CATTLE. | | YOUNG STOCK. | | Total. | Horses and Ponies. | Sheep. | Goats. | Camels. | Asses. |
| | Oxen. | He-buffaloes. | Bulls. | Bull-buffaloes. | Oxen. | He-buffaloes. | Cows. | She-buffaloes. | Calves. | Buffalo-calves. | | | | | | |
| <i>Athni.</i> | | | | | | | | | | | | | | | | |
| June 1896 . | 22,672 | 771 | 18 | 12 | 664 | 91 | 12,620 | 7,021 | 13,374 | 5,530 | 62,773 | 1,479 | 42,276 | 13,021 | ... | 818 |
| Do. 1897 . | 17,871 | 377 | 22 | 8 | 428 | 55 | 7,780 | 5,172 | 11,077 | 4,134 | 45,924 | 966 | 31,647 | 11,940 | 3 | 573 |
| Decrease . | 4,801 | 394 | +4 | 4 | 236 | 36 | 4,840 | 1,849 | 2,297 | 1,396 | 16,849 | 513 | 10,629 | 1,081 | +3 | 245 |
| Percentage . | 21.1 | 50.8 | ... | 33.3 | 35.5 | 39.5 | 38.3 | 26.3 | 17.1 | 25.2 | 26.8 | 34 | 25.1 | 8.2 | ... | 29 |
| <i>Gokak.</i> | | | | | | | | | | | | | | | | |
| June 1896 . | 19,376 | 2,293 | 15 | 6 | 616 | 37 | 12,345 | 7,934 | 11,045 | 5,371 | 59,043 | 760 | 30,937 | 17,507 | 9 | 549 |
| Do. 1897 . | 18,094 | 1,923 | 26 | 12 | 530 | 189 | 10,131 | 3,905 | 11,348 | 5,628 | 51,786 | 662 | 27,309 | 15,540 | 10 | 477 |
| Decrease . | 1,272 | 375 | +11 | +6 | 86 | +152 | 2,214 | 4,029 | +303 | +257 | 7,257 | 93 | 3,628 | 1,967 | +1 | 72 |
| Percentage . | 6.5 | 16.3 | ... | ... | 13.9 | ... | 17.9 | 50.6 | ... | ... | 12.2 | 12.8 | 11.7 | 11.2 | ... | 13.1 |

12. Cattle suffered severely in the Athni Taluka and their feeding told more on the middle and higher class of agriculturists than the maintenance of human beings. Most of the useless and spare cattle were sold by the poor and the rich alike, and there was a regular rush in the market from October to January. The prices obtained were fabulously low. The poorer agriculturists sold away even plough cattle owing to their inability to maintain them. The prices of fodder rose 4 to 5 times of normal.

13. The foregoing statistics show the pressure of the famine.

14. The measures adopted for the relief of distress were as follows:

Agricultural Loans

15. Loans for improvement of land were given as shown below:—

| Taluka. | No. of grantees. | Amount. |
|-----------------|------------------|----------|
| | | R |
| Athni | 786 | 1,44,200 |
| Gokak | 429 | 86,000 |
| TOTAL | 1,215 | 2,30,200 |

None of this amount was diverted to any purpose other than, perhaps, purchase of a small quantity of grain for the use of the borrower or fodder for his cattle. Taking this amount to be at the most 30 per cent. and adding 10 per cent. for unexecuted works, 60 per cent. of the above amount, that is to say, Rs. 1,38,120, may fairly be taken to be actually expended in providing agricultural labour for 1,104,960 persons, at an average of 2 annas per head. This number is more than half the number relieved by Government on works, in kitchens and in villages. It may therefore be said in general that the loans relieved Government of one-third of its burden. The other advantages of this measure of relief have been that—

(i) It saved a number of middle class families of agriculturists from total ruin, which would have

necessarily resulted from the passing of their lands into the hands of money-lenders.

(2) It also saved them and agricultural labourers from the distressful emigration in search of employment.

(3) The advances have resulted in the improvement of 15,970 acres of land and the repairs of 171 and construction of 105 wells, which means addition to material wealth.

The amount of advance in each village or group of villages was regulated by a consideration of its population and demand for employment. Except in a very few special cases the maximum period for the completion of works was deliberately fixed at six months only, with the express object of making employment of labour during famine period compulsory.

16. The period of repayment varied from 2 to 10 years and was fixed in consideration of the amount of the loan, the time required for the improvements to be paying and the extent of the estimated profits.

17. This measure of relief is very popular and has created a feeling of gratefulness.

18. The advances made for purchase of seed, bullocks and fodder were as exhibited in the following table:—

| Taluka. | Seed. | Bullocks. | Fodder. | Total. |
|------------------|-------|-----------|---------|--------|
| Anthni | 5,525 | 8,540 | 55 | 14,120 |
| Gokak | 1,439 | ... | ... | 1,439 |
| TOTAL | 6,964 | 8,540 | 55 | 15,559 |

Relief Works.

19. The opening of relief works was sanctioned in November and one test work was opened in each taluka under the Public Works agency in the same month. Previous to this Local Board works had been opened and carried out by Civil agency at famine wages, one in each taluka.

20. About the close of January 1897, the Tavshi tank work (Irrigation project) was opened. It commenced with 340 labourers, whose number increased in the beginning of September to a maximum of 13,458, consisting of 3,438 men, 4,831 women, 3,627 children and 1,562 non-working children and dependents.

21. The Athni-Honwad and Athni-Shedbal road works, which are important railway feeders connecting Athni with Bijapur and Shedbal (Southern Maratha Railway) respectively, were opened in March and April. The maximum daily attendance on these works was as shown below :—

| Residence. | Period. | Men. | Women. | Children. | Non-working Children and Dependents. | Total. |
|---------------------|-------------------|------|--------|-----------|--------------------------------------|--------|
| Athni-Shedbal Road. | 5th June 1897. | 264 | 479 | 348 | 649 | 1,740 |
| Athni-Honwad Road. | 30th August 1897. | 794 | 1,058 | 940 | 179 | 2,977 |

22. Kitchens were provided at the three works and hospitals at the first two. A Special Civil Officer was appointed for each work, one of the grade of Mamlatdar's Head Karkun with 2nd class magisterial powers, and the others clerks in the Collector's office, who had passed the Lower Standard or Pleaders' Examination with 3rd class powers.

23. The subjoined table shows residence and caste of the workers employed on the Tavshi tank :—

| Residence of workers at the close of September 1897. | | Caste according to the census taken in August 1897. | |
|--|--------|---|--------|
| District. | No. | Caste. | No. |
| Belgaum District . | 5,341 | Mahars . | 4,105 |
| Bijapur " . | 518 | Dhangars . | 2,317 |
| Satara " . | 1,185 | Marathas . | 1,507 |
| Sholapur " . | 1,355 | Mangs . | 1,191 |
| Total . | 8,399 | Chambhars . | 862 |
| | | Musalmans . | 781 |
| | | Lingayats . | 619 |
| Native States— | | Berads . | 213 |
| Sangli . | 1,793 | Lonaries . | 205 |
| Miraj . | 1,221 | Malis . | 171 |
| Aundh . | 381 | Waddars . | 165 |
| Jath . | 1,232 | Kolis . | 145 |
| Jamkhandi . | 232 | Lohars . | 103 |
| Kurundvad . | 66 | Korvis . | 76 |
| Kolhapur . | 12 | Parits . | 56 |
| Other States . | 76 | Jains . | 44 |
| | | Lamanis . | 38 |
| Total States . | 5,013 | Khataks . | 37 |
| | | Rajputs . | 36 |
| Grand Total . | 13,412 | Kumbhars . | 26 |
| | | Sutars . | 18 |
| | | Nhavis . | 16 |
| | | Wotaris . | 13 |
| | | Gurvas . | 12 |
| | | Simpis . | 9 |
| | | Koshtis . | 9 |
| | | Sonars . | 6 |
| | | Telis . | 5 |
| | | Gondhalis . | 5 |
| | | Beldars . | 4 |
| | | Kasars . | 3 |
| | | Burnds . | 2 |
| | | Dhors . | 2 |
| | | Total . | 12,801 |

24. The above shows that 38.1 per cent. of the total number was from Native States and 39.8 per cent. from the Belgaum District. 48 per cent. belonged to low castes and 18 per cent. were Dhangars.

25. The subjoined table shows the caste and residence of the relief workers on the Athni-Shedbal and Athni-Honwad roads during the week ending—

| Residence. | Athni-Shedbal Road. | Athni-Honwad Road. | Caste. | Athni-Shedbal Road. | Athni-Honwad Road. |
|----------------------------|---------------------|--------------------|-------------|---------------------|--------------------|
| | 1st May 1897. | 30th August 1897. | | 31st May 1897. | 30th August 1897. |
| Athni Taluka . | 1,092 | 1,664 | Mahar . | 636 | 981 |
| Chikodi and other talukas. | 3 | 98 | Mang . | 191 | 383 |
| | | | Berad . | 188 | 108 |
| Bijapur District | 21 | 997 | Dhangar . | 108 | 286 |
| | | | Maratha . | 90 | 247 |
| Satara District . | 15 | ... | Chambhar . | 88 | 130 |
| | | | Lingayat . | 53 | 263 |
| Native States . | 413 | 218 | Lonari . | 49 | 81 |
| | | | Mussalman . | 39 | 262 |
| | | | Dhor . | 36 | ... |
| | | | Waddar . | 35 | 37 |
| | | | Koli . | 30 | 117 |
| | | | Jain . | ... | 17 |
| | | | Bhoi . | 1 | ... |
| | | | Kalal . | ... | 67 |
| Total . | 1,544 | 2,977 | Total . | 1,544 | 2,977 |

26. The tables given above show that the highest daily number of persons from the Belgaum District, which may be taken to mean Athni Taluka, employed on the three relief works in that taluka, was 8,097. This gives a percentage of 8.7 over the affected population.

27. The following table shows generally the percentage of men, women, children, etc., on the several works :—

| Work. | Percentage over Total number on the work. | | | |
|----------------------|---|--------|-----------|---|
| | Men. | Women. | Children. | Non-working-children, dependents, nursing mothers, etc. |
| Tavshi Tank . | 25.55 | 35.89 | 26.91 | 11.60 |
| Athni-Honwad Road . | 26.67 | 35.53 | 31.77 | 6.01 |
| Athni-Shedbal Road . | 15.70 | 27.52 | 20. | 37.29 |

The tagai works provided labour for men only. This fact accounts for the large percentage of women and children. Where labourers came from long distances the number of non-working children and dependents was small, as in the case of Tavshi; but where their homes were near, the proportion of children was large, as their removal to the works was not attended with inconvenience.

28. Classified according to occupation, the percentage of labourers employed on the above three works was as shown in the following table :—

| Name of work. | Class. | Percentage of recipients of relief on the total number on works. | |
|---------------------|----------------------------|--|------------|
| | | May. | September. |
| Tavshi Tank . | Cultivators . | 19.5 | 16.6 |
| | Labourers and low-castes . | 58.9 | 60.04 |
| | Weavers . | 3.2 | 3.5 |
| | Others . | 18.2 | 19.3 |
| Shedbal-Athni Road. | Cultivators . | 9.2 | 8.3 |
| | Labourers and low-castes . | 82.4 | 84.2 |
| | Weavers . | 1.2 | 1.6 |
| | Others . | 6.9 | 5.7 |
| Honwad-Athni Road. | Cultivators . | 16.8 | 17.9 |
| | Labourers and low-castes . | 63.2 | 67.3 |
| | Weavers . | 4.2 | 3.5 |
| | Others . | 15.6 | 11.2 |

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| Total number of labourers on relief works. | Expenditure on wages to relief workers. | Expenditure on establishments debitable to "33 Famine Relief." | Expenditure on tools and plant. | Other miscellaneous expenditure. |
|--|---|--|---------------------------------|----------------------------------|
| | R | R a. p. | R | R |
| 1,664,112 | 2,33,368 | 12,590 14 8 | 5,376 | 49,559 |

30. The classification of labourers was made according to section 70 of the Famine Relief Code. Fines were inflicted in the case of short work; but they were due more to the indolence and contumacy on the part of the workers than the heaviness of the tasks.

Gratuitous Relief.

31. The following table furnishes similar information as regards non-working children, dependents, nursing mothers, nurses, etc. :—

| Number of dependents of workers relieved by cash payment. | Number of dependents of workers relieved by cooked food. | Expenditure on cash allowances to dependents of relief workers. | Expenditure on feeding dependents of relief workers in kitchens. |
|---|--|---|--|
| | | R | R a. p. |
| 141,827 | 139,894 | 5,668 | 6,392 2 6 |

32. The old, infirm and other persons referred to in section 57 of the Famine Relief Code were relieved in villages by grant of dole. The relief commenced in Athni in December 1896 and in Gokak in January 1897 and continued till 25th October. Grain was doled out by the village shop-keeper in the presence of the village officers and the Panch. The number of persons relieved was 109,587, and the expenditure incurred by Government was Rs. 6,247-14-10 and by Municipal or Local bodies Rs. 1,096-7-2.

33. Gratuitous relief was also given to 76,212 village servants at a cost of Rs. 8,395-11-5.

34. The following table shows the percentage of the recipients of several kinds of relief over the affected population :—

| Relief workers. | Non-working children and dependents. | Recipients of village relief. | Shetsanadis. | Total. |
|---|--------------------------------------|-------------------------------|--------------|--------|
| 2.6 | .6 | .1 | .1 | 3.4 |
| Gratuitous and semi-gratuitous relief granted by Municipalities | | | | .02 |
| | | | | 3.42 |

Semi-gratuitous Relief.

35. The artisans and weavers, whose number is very limited in Athni, could get enough work to maintain them. There are about 800 families engaged in the weaving industry in the town of Gokak, and the needy of them were provided for by the Municipality of Gokak by giving them, in urgent cases, advances of money for purchase of material and by buying the fabrics turned out by them. The relief was commenced on 15th April 1897 and was continued till the end of December.

36. The scheme was started with the sum of Rs. 5,000, which the District Committee of the Indian Famine Charitable Relief Fund kindly advanced, and by raising a loan from Government of Rs. 5,000. The Municipality appointed a Committee of five persons to carry out the scheme. The duties and powers of that body and the details of the scheme were as follows :—

(1) Such of the weavers as had no means of their own, who were unfit to go to the relief works and whose manufactures found no sale, should be furnished by the Committee with a certificate that they are entitled to special relief.

(2) A permanent advance of Rs. 4 to Rs. 5 per loom may be granted to enable the certificated weavers to buy material. Bonds should be obtained from them for the amount.

(3) The Municipality should purchase the following kind of manufactures if brought for sale at their shop :—

(a) Saris from Rs. 1½ to Rs. 4 each.

(b) Panchas and Dhotis from annas 7 to Rs. 1 each.

(c) Susi Thans from Rs. 1½ to Rs. 2½ each.

(d) Dungry cloth do. do.

(4) A Cash Book, a Day Book of purchase and sales, and a Store Book should be kept, signed by the Karkun and Agent daily and by the Chairman weekly. One week's requirements of money should remain with the Chairman, who should recoup his advance every week by drawing cheques on the Municipality.

(5) The shop should be worked under the control and supervision of the Committee.

(6) All the goods should remain in the shop.

(7) No goods to be sold on credit.

(8) The establishment and contingencies should be as follows :—

(a) One agent on a salary of Rs. 16 per month, with a bonus equal to 25 per cent. of the net profits, if any, accruing to the Municipality.

(b) One Karkun on Rs. 12 per month.

(c) One Peon on Rs. 5 to Rs. 6 per month

(d) Contingencies, Rs. 2 per month.

(9) The goods should be sold immediately if there was a demand, or should be kept in store until there was a fair market for them. Such profit should be charged as the Committee would determine from time to time.

37. The above relief was granted to about 40,000 units.

38. The following table exhibits the details of the financial working of the scheme :—

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| Serial Number. | Receipts. | April. | May. | June. | July. | August. | September. | October. | November. | December. | Total. |
|----------------|--|------------|-----------|-----------|------------|------------|------------|------------|------------|-----------|-------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| | | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. | R a. p. |
| 1 | Amount received from the Charitable Relief Fund . . . | 5,000 0 0 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 5,000 0 0 |
| 2 | Loan received from Government . . . | ..... | ..... | ..... | ..... | ..... | ..... | 5,000 0 0 | ..... | ..... | 5,000 0 0 |
| 3 | Loan received out of the Charitable Relief Fund at the disposal of the Huzur Deputy Collector, Belgaum . . . | ..... | ..... | ..... | 1,000 0 0 | 1,000 0 0 | ..... | ..... | ..... | ..... | 2,000 0 0 |
| 4 | Loan received out of the Charitable Relief Fund at the disposal of the Mamlatdar of Gokak . . . | ..... | ..... | ..... | 600 0 0 | ..... | ..... | ..... | ..... | ..... | 600 0 0 |
| 5 | Amount received out of the Municipal Funds . . . | ..... | ..... | ..... | 925 0 0 | 175 0 0 | 570 0 0 | 243 0 6 | ..... | ..... | 1,913 0 6 |
| 6 | Sale proceeds of cloth . . . | 33 7 0 | 722 14 6 | 435 10 3 | 743 11 31 | 1,279 11 9 | 343 11 6 | 454 6 0 | 859 4 9 | 638 11 0 | 5,511 7 9 |
| 7 | Profit on the cost price of cloth sold at one anna per rupee . . . | 2 1 3 | 45 1 3 | 27 3 9 | 46 7 9 | 79 15 3 | 4 7 0 | 28 3 6 | 53 9 9 | 39 14 3 | 343 15 9 |
| 8 | Discount on the price of cloth purchased at one pie per rupee . . . | 3 5 5 | 15 0 5 | 12 8 10 | 12 11 4 | 7 12 9 | 7 2 1 | 6 11 2 | 7 15 2 | 11 6 11 | 84 10 1 |
| 9 | Recovery of advances made to weavers . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 40 2 0 | 40 2 0 |
| 10 | Interest on the same . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 0 15 9 | 0 15 9 |
| | Total . . . | 5,038 13 8 | 783 0 2 | 475 6 10 | 3,327 14 4 | 2,542 7 9 | 942 4 7 | 5,732 5 2 | 920 13 5 | 731 1 11 | 20,494 3 10 |
| | Disbursements. | | | | | | | | | | |
| 1 | Advance to 106 weavers in cash . . . | 171 0 0 | 350 0 0 | 110 0 0 | ..... | ..... | ..... | ..... | ..... | ..... | 531 0 0 |
| 2 | Value of cloth purchased . . . | 474 3 3 | 2,837 4 6 | 2,362 9 3 | 2,444 15 3 | 1,507 11 6 | 1,365 9 6 | 1,230 15 6 | 1,521 14 0 | 2,191 8 3 | 16,006 11 0 |
| 3 | Repayment of Loan to the Huzur Deputy Collector, Belgaum . . . | ..... | ..... | ..... | ..... | 983 13 3 | 16 2 9 | ..... | ..... | ..... | 1,000 0 0 |
| 4 | Repayment of Loan to the Mamlatdar of Gokak . . . | ..... | ..... | ..... | 50 0 0 | 200 0 0 | ..... | ..... | 350 0 0 | ..... | 600 0 0 |
| 5 | Repayment of Loan to the Municipality . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 400 0 0 | 400 0 0 |
| 6 | Fay of establishment . . . | ..... | 14 14 10 | 34 0 0 | 34 0 0 | 34 0 0 | 34 0 0 | 34 0 0 | 34 0 0 | 34 0 0 | 252 14 10 |
| 7 | Contingent expenses . . . | ..... | ..... | 8 12 1 | 3 1 0 | 6 13 6 | ..... | 3 0 6 | 3 1 6 | 2 4 6 | 27 1 1 |
| 8 | Rent of shop . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 37 14 8 | ..... | 37 14 8 |
| | Interest on the loan received from Government . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 40 8 9 | 40 8 9 |
| | From 19th October 1897 to the end of December 1897 . . . | 645 3 3 | 3,202 3 4 | 2,435 5 4 | 2,532 0 3 | 2,732 6 3 | 1,415 12 3 | 1,318 0 0 | 1,946 14 2 | 2,868 5 6 | 18,896 2 4 |
| | Balance . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1,598 1 6 |
| | Total . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 20,494 3 10 |
| | Total value of the cloth purchased . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 16,006 11 0 |
| | Total value of the cloth sold . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 5,511 7 9 |
| | Balance in stock . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 10,485 3 3 |
| | Amount of debts due by the weavers . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 480 14 0 |
| | Total dues . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 10,886 1 3 |
| | Amount of debts due by the Municipality— | | | | | | | | | | |
| | (1) To Government . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 5,000 0 0 |
| | (2) Do. Charitable Relief Fund . . . | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 5,000 0 0 |
| | (3) Do. Charitable Relief Fund received from the Huzur Deputy Collector, Belgaum . . . | | | | | | | | | | 1,000 0 0 |
| | (4) Do. Municipality . . . | | | | | | | | | | 1,513 0 61 |
| | Total liabilities . . . | | | | | | | | | | 12,513 6 0 |

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39. It was expected that the whole quantity of cloth on hand would be disposed of within six months, and that not only was there no risk of loss, but that it would pay more than the working expenses. But owing to plague the export trade has been severely affected and the clearance of the goods may require some more time, but no appreciable loss is anticipated.

40. This relief has proved a great boon to the weaving class, which forms nearly 40 per cent. of the population of the town of Gokak.

41. The subjoined table shows the relief granted out of the Indian Famine Charitable Relief Fund on the various objects mentioned in Government Resolution No. 152 of 15th January 1897 :—

| Taluka. | OBJECT I— CLOTHING, &c. | | OBJECT II— ORPHANS. | | OBJECT III— FOOD TO RE- SPECTABLE POOR. | | OBJECT IV—SEED AND CATTLE. | | TOTAL. | |
|-----------|----------------------------|------------|------------------------|-----------|--|-----------|-------------------------------|-----------|--------|------------|
| | No. relieved. | Amount. | No. | Amount. | No. | Amount. | No. | Amount. | No. | Amount. |
| | | Rs. a. p. | | Rs. a. p. | | Rs. a. p. | | Rs. a. p. | | Rs. a. p. |
| Athni . . | 2,311 | 2,013 12 3 | 1 | 4 1 3 | 2 | 12 0 0 | 1,309 | 5,788 0 0 | 3,623 | 7,817 13 6 |
| Gokak . . | 125 | 168 9 6 | ... | ... | 14 | 53 13 4 | 26 | 207 7 2 | 165 | 429 14 0 |
| Total . | *2,436 | 2,182 5 9 | 1 | 4 1 3 | 16 | 65 13 4 | 1,335 | 5,995 7 2 | 3,788 | 8,247 11 6 |

| | No. | Amount, Rs. a. p. |
|-------------------------------------|-------|----------------------|
| * Clothing | 2,289 | 2,178 7 0 |
| Food to destitute persons | 5 | 0 11 3 |
| Miscellaneous | 103 | 3 3 6 |
| Bangles to women | 29 | 2 0 0 |
| Kernel oil | ... | ... |
| | | 2,182 5 9 |

42. In Athni Rs.4,500 were raised by some generous persons and a poor grain shop was kept up from 29th October 1896 to 12th March 1897 until its necessity no longer existed as the market became steady. The shop was worked at a final loss of Rs37-5 per cent. of the capital.

43. In Gokak a capital of Rs7,801 was subscribed for, principally by the enterprising firm of Dolaji Vajingji & Co., and a poor grain shop was maintained from 29th October to 27th May 1897. The total purchases amounted to Rs14,600 and sales to Rs10,597-6-3. The loss sustained amounted to Rs1,900.

44. The chief object of opening these shops was to control the arbitrary rise in prices, and it was fully attained.

Water-supply.

45. Rupees 975 were expended in sinking temporary wells and improving old ones.

Fodder.

46. Reserved forests in the Belgaum and Khanapur talukas were opened for free pasture to cattle, and the people were informed that every facility will be afforded to them for carrying their cattle there. But owing to the inferior nature of the grass, which is believed not to agree with the cattle in the affected parts, and climatic difficulties, no cattle were taken there. The forests of the Gokak Taluka, which abound in *Apta* (*Bohinea tomentosa*) trees were also opened to all cattle and they were largely availed of. They saved a large number of cattle. None of the grass collected by the Honourable Mr. Shuttleworth was utilized.

47. At the close of the famine the general condition of the people was as described below.

48. There was no deterioration in physical condition and not a single death occurred from starvation.

49. The mortality figures are given in the following table :—

| Taluka. | Population. | DEATHS DURING YEAR ENDING. | | Average of preceding 5 years. | Difference of columns 3 and 5 |
|--------------------------|-------------|-------------------------------|---------------|-------------------------------------|-------------------------------------|
| | | October 1897. | October 1898. | | |
| 1 | 2 | 3 | 4 | 5 | 6 |
| Athni | 123,438 | 5,533 | 4,533 | 3,871 | +1,662 |
| Rate per mille | ... | 44.8 | 36.7 | 31.3 | ... |
| Gokak | 118,556 | 3,805 | 3,555 | 3,477 | +328 |
| Rate per mille | ... | 32.1 | 29.9 | 29.3 | ... |

50. The increase in Gokak was small and that in Athni was chiefly due to cholera and bowel-complaints, as the subjoined table would show :—

| Cause of death. | NO. DIED. | | Difference. |
|----------------------------|-----------|--------------------------|-------------|
| | 1896-97. | Quinquennial average. | |
| Cholera | 933 | 252 | +681 |
| Small-pox | 2 | 9 | —7 |
| Fever | 1,864 | 1,951 | —87 |
| Bowel-complaints | 1,527 | 728 | +799 |
| Injuries | 52 | 42 | +10 |
| All other causes | 1,155 | 889 | +266 |
| Total | 5,533 | 3,871 | +1,662 |

The increased mortality was unavoidable under the circumstances.

51. The following table shows that the occupied area increased, if anything, and no land was relinquished :—

| Taluka. | Occupied area at the close of | | Land taken up. | | Land relinquished. | |
|-----------------|----------------------------------|----------|----------------|----------|--------------------|----------|
| | 1896-97. | 1895-96. | 1896-97. | 1895-96. | 1896-97. | 1895-96. |
| Athni | 465,277 | 465,251 | 26 | 142 | ... | ... |
| Gokak | 154,794 | 154,563 | 231 | ... | ... | ... |

52. During the current season, with the exception of the usual fallow, not an acre has remained unsown.

53. The following statistics show the borrowing transactions recorded in the Registration Department :—

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| Taluka and Year. | MONEY BONDS. | | MORTGAGE BONDS. | | SALE BONDS. | | TOTAL. | | AVERAGE RATE OF INTEREST. | |
|---------------------|--------------|---------|-----------------|----------|-------------|----------|---------|----------|---------------------------|-----------|
| | Number. | Amount. | Number. | Amount. | Number. | Amount. | Number. | Amount. | Bond. | Mortgage. |
| ATHNI. | | R | | R | | R | | R | R a. p. | R a. p. |
| 1896-97 . . . | 4 | 535 | 1,280 | 3,58,998 | 376 | 1,22,371 | 1,660 | 4,81,904 | 1 4 0 | 1 2 0 |
| 1895-96 . . . | ... | ... | 1,052 | 3,53,353 | 442 | 1,22,578 | 1,494 | 4,75,931 | 1 4 0 | 1 2 0 |
| Average of 4 years. | 3 | 846 | 1,021 | 3,16,596 | 423 | 1,25,628 | 1,447 | 4,43,071 | 1 0 0 | 0 14 0 |
| 1876-77 . . . | ... | ... | 726 | 1,51,980 | 246 | 34,965 | 972 | 1,86,945 | ... | 2 2 8 |
| GOKAK. | | | | | | | | | | |
| 1896-97 . . . | 7 | 1,140 | 465 | 1,32,478 | 304 | 63,389 | 776 | 19,707 | 1 10 8 | 1 2 8 |
| 1895-96 . . . | 9 | 3,675 | 374 | 1,08,435 | 293 | 56,980 | 676 | 1,69,090 | 1 6 8 | 1 2 8 |
| Average of 4 years. | 6 | 1,841 | 390 | 1,16,156 | 268 | 52,980 | 664 | 1,26,653 | 0 15 4 | 1 0 0 |
| 1876-77 . . . | 2 | 665 | 73 | 16,700 | 44 | 5,400 | 117 | 22,100 | 1 13 4 | 1 6 8 |

54. No sales of gold and silver ornaments or metal vessels took place to any appreciable extent on account of distress.

55. The above state of things indicates that, considered with regard to the relief of distress and the saving of human life, the measures adopted were eminently successful.

56. The average cost per unit relieved was annas 2'43. If establishment and other miscellaneous charges were deducted, the cost of wages and dole per unit was anna 1'93. If the total cost were distributed over the whole affected population, it would give an average of Re. 1'73 per head.

57. The above would show that, viewed with regard to economy also, the measures adopted were highly successful.

(C)

58. I strongly advocate the adoption and extension of the system of loans for land improvement and land tillage as a measure of relief. The period for repayment should be longer and the rate of interest may in some cases be reduced, if necessary. In the case of ordinary loans the amount should be regulated by a consideration of the population and demand for employment in the village or group of villages. The period of completion of works should be fixed in such a way that the employment of labour during the famine period may be imperative.

59. If large land-holders, companies or corporations agree from year to year, or at stated intervals, to a programme of large works suitable for famine relief where they would employ men, women, and working children, and start works as soon as they are needed, they should be encouraged by grant of loans on favourable terms. A kitchen may be maintained by Government on such works for non-working children and dependents. During the last famine the Sár Desai of Sirsangi applied for a loan of Rs50,000 for an irrigation tank and the Municipality of Athni offered to borrow Rs10,000 to improve its water-supply by excavating the existing tank. I think several persons would come forward to avail themselves of concessions if they are fairly liberal.

60. Section 143 (1) may be extended to smaller occupants also, who, with their own labour, supplemented to a certain extent by hired labour, would improve their land. They will in any case borrow, and if Government do not give them loans they would go to the money-lender, which means ruin to them. Although it tends to increase indebtedness, it is a lesser evil. Moreover it would force the cultivator to economy, as the sowkar would refuse to lend, all his land having already been offered as security for the Government loan.

61. In the case of loans to smaller occupants either under the Land Improvement Loans Act or Act XII of 1884, it is desirable that the enquiry should be held in the village and payment also made there. This will expedite matters and will not leave any room for illegal exactions by village and taluka officials.

62. Payments should be made daily or bi-weekly until the new arrivals have established credit with the *bania*.

63. The cashiers or pay-masters should be drawn from the permanent establishment of the Revenue or other departments by giving a fair increase of pay, in the same way as Special Civil Officers are appointed. This will not only obviate the difficulty experienced in obtaining temporary hands, but would also ensure more honesty and good work.

64. It is impracticable to pay all the gangs on the same day on a large work and the payment often extends over a week, the musters being paid as they become ready and are checked. It sometimes happens that the musters are not promptly completed or checked in the case of certain gangs, and those men have to lag behind and remain unpaid until some days after the day on which their turn came. The result is that their payment is prolonged beyond the prescribed period. To avoid this the musters should be numbered in a fixed consecutive series and be invariably paid in the same order every time.

65. Payment by individual tasks is no doubt the most equitable course to follow, but it is often economically impracticable. Moreover there is great risk of fraud on the part of low-paid subordinates, who will necessarily have to be entrusted with measurement work. Where, therefore, payment can be made by individual tasks without incurring any of these risks, that should by all means be done. But where that is not practicable it should be by gangs. The Karkun and Mukadam should be subjected to the same rate of fine or deduction. This will ensure greater attention on their part to their duties. These subordinates and the gangmen should be told to report the names of habitual and contumacious defaulters, who should be subjected to the full fine for deficiency of task even if it reduced the wage below minimum. This will force them to work. I have observed that some of the workers are quite capable of performing the tasks or even more, but they deliberately do not work, on the plea that the wages paid are low compared with the normal. Such persons should be strictly dealt with.

66. Section 72, Famine Relief Code, provides that children below 12 years of age may be classed as working children. The section is not imperative. But often they are all classed as working children. In some cases such children are physically unfit for work, in others they avoid work. Discretion may therefore be given to the officer in charge of the work to classify, in consultation with the Medical Officer, the physically unfit children as non-workers and allow them a kitchen-ration equal to $\frac{2}{3}$ ths of the minimum ration allowed for working children and $1\frac{1}{2}$ times that for children below 7. The others should be made to work and paid in proportion to the task performed, or sent to the kitchen on the ration prescribed for children below 7. Most of these children and some dependants may be employed in making coir and hemp ropes and such light work.

67. On large works in charge of upper subordinates and officers of higher grade, the general supervision may be entrusted to the Public Works Department officer in charge of the work, the Special Civil Officers, when not higher in grade than Head Karkun to Mamlatdar, being placed under him.

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68. It is very desirable to provide in the programme of relief works remunerative and really useful works and draft thereto as much labour as possible by payment even of railway passage. Nevertheless, a programme of small works for providing employment at the beginning and at the close of famine is indispensable. As a rule, the relief workers are much averse to leave their homes, and if no work be provided within a reasonable distance from their homes, the result will be emaciation. Such works are needed for two reasons: firstly, because the workers naturally expect to wait for rain and improvement of prospects till the last moment; secondly, it is difficult to deal with ignorant masses and to induce them *all at once* to go long distances. To meet these two cases some small works should be opened, and as soon as the ordinary labourers have become used to the works, or the cultivators have lost all hope of sowing, they should be drafted from these small works to the productive works at long distances.

69. In the case of road works, they should be carried out in such a way that at the end of the famine the completed lengths may be available for traffic at once, or, at the most, with such additional expenditure as is likely to be immediately provided from Provincial or Local Funds; otherwise the money spent is wasted.

70. Kitchens should invariably be established on works for non-working children and dependants as soon as the number is sufficiently large to bear the establishment charges.

With a view to facilitate check, prevent fraud and ensure just distribution of cooked food, a tin measure holding the exact quantity of flour mixed with water allowed by the Code for each child was supplied to the cooks, who were instructed to make one bread of that quantity. This arrangement proved very convenient and effective.

71. Shetsandis and others, referred to in section 60 of the Famine Relief Code, are servants of Government, and they do not like to be treated as recipients of gratuitous relief and dealt with like the village poor and destitute. Many of them consequently preferred to undergo privation than accept dole. Although it is a sentiment it is not altogether unreasonable. I therefore recommend that a cash grant or the cash equivalent of the dole, may be allowed to these servants.

72. The ration for *parda nashin* women (section 150) and the village dole need not be in flour. They can grind for themselves, and it should be in grain.

(President.)—What was your charge?—I was in charge of the Athni and Gokak talukas of the Belgaum District.

When did distress first appear?—At the end of October 1896.

What was first done?—I went round my charge, inspected the crops and then submitted my report to the Collector, the Collector ordered test relief works to be tried; they were accordingly opened in November. The relief work (irrigation) at Tavshi was opened in January, and two other road works were opened in the Athni Taluka in March and April. At Tavshi we commenced with about 350 workers, and the number went up to above 13,450. On the Athni-Honvad and Athni-Shedbal roads we had about 1,740 and 2,977 workers respectively.

Was the tank work an entirely new work?—Yes.

Was any estimate as to its cost made out?—Yes, a rough estimate; it was expected to irrigate a large area.

From what distances did the people come?—30 to 40 miles—from Satara and Sholapur, and from Jath and other Southern Maratha Native States.

Were the people who came from these places in much distress?—Yes, the distress was great at Aundh and Jath.

Did you establish kitchens?—Yes, kitchens were provided on three works. Some officers in my district did not approve of kitchens, they thought kitchen-doles preferable.

What is your opinion?—I prefer kitchens. They keep children in good condition and act as a test of real distress.

As a rule people do not care to send their children, do they not?—Yes, but those in real need will send their children.

Did not the kitchen rates cost more than the dole?—Yes, somewhat.

Do you think the parents on the works cared to send their children to the kitchens?—I do not think they sent them until they were hard pressed and there was no other help; still it is an inducement to them.

Do you think these people had any resources or stocks of grain?—Some of them had; it is usual with them to have some reserve store.

How did you pay the Shetsandis. I think that they complained that they were treated as paupers?—We paid them in grain. They bitterly complained that they were treated as paupers and some of them refused the dole on that account. It is very difficult to make distinctions when both are paid in grain.

What relief did you give the weavers, and what gratuitous relief was afforded to them by the Municipality?—Those weavers who had nothing to weave and had no looms of their own we gave them cooly work; and to some we provided work in their own craft.

In some districts the question has been raised that weavers should be provided with special relief works. Were they forced to come to the works, and do you think they are fit to work on the relief works?—I think it will be possible to arrange and give them special work in some places, but where it is not possible, they should be forced to come to the works. They are not used to the kind of work done at the relief works, but I think they get used to it.

Did not the Municipality purchase cloth from these weavers?—Yes, to the extent of about 10 thousand rupees. The Municipality will not lose much by this bargain.

I suppose during the scarcity the poor people can hardly afford to buy cloth?—Yes, but now that the scarcity is over, the Municipality will be able to dispose of the cloth because during the Hindu marriage season there will be a great demand for it.

(Mr. Holderness).—In paragraph 2 (2) of your printed evidence, you say *jowari* instead of flour and grain equivalent instead of "other items" were issued as gratuitous dole (Section 54 A). Do you not think that this was the best plan?—Yes, I think so; the people preferred to take *jowari*.

In the same paragraph under 2 (6), section 90, you say the special officers had no summary powers. Do you think they required any summary powers?—No, not absolutely necessary.

Please explain columns 5 and 6 of your table in paragraph 4 (B), regarding area and population affected?—The columns are intended to show the percentage of the affected area and population over the total area and population of the respective Talukas.

Is *bajri* cheaper than *jowari*?—Generally the same rate, but the people were used to *jowari*, and so they were paid in *jowari*.

Always in *jowari*?—Yes.

What class of *jowari* did you take?—We took the early crop, which is the best for the people. The late crop is dearer than the early crop.

In paragraph 11 of your printed evidence you have given us a table showing the decrease of cattle in the affected villages. Are the figures correct?—Yes, I have taken them from the returns prepared by the Agricultural Department. The people sold several head of cattle, thinking that fodder was insufficient.

To whom?—In the market, and many took their cattle to the other parts of the district which were not affected.

(Mr. Monteath).—These figures refer to the decrease of cattle in the affected area only, do they not?—Yes; only the affected villages.

Are your figures to be relied on?—Yes.

Did you inspect the wells?—Yes.

Are they dry or have they water?—They were dry.

Are these wells properly constructed? You think they will get water if they dig further?—I think many of these wells have springs, and if a proper depth is reached we will get water. The wells are *kutcha* built.

(President).—Are these wells intended for irrigation?—Mostly for irrigating fields.

(Mr. Holderness).—Do you think these springs will flow again under normal conditions?—Yes they will, the old wells were tried and we got water.

What is the cost of constructing these wells?—The cost varies from Rs300 to Rs800.

How are they built—pucca or kutcha?—Mostly kutcha, the stones excavated while digging are used in constructing the walls, etc., they were not masonry but rough work; at the bottom they were pucca-built very often.

Your paragraph 31, as regards gratuitous relief: are the figures given by you correct?—Yes. It cost us about Rs 1 for 30 children under the "cash dole" but the kitchens were more expensive. The figures have been taken from Statements A and B, but I find after a reference to those statements that they are not correct. I shall obtain the correct figures and submit them hereafter.

Please see the table in paragraph 38 of your note giving the details of the financial working of the scheme: did you make any profit on the sales?—Yes, but the whole of the stock is not sold.

Do your figures include establishment charges: please explain your figures?—Establishment charges are deducted from the figures; for instance I have shown the total liability as Rs 12,513 after deducting the establishment charges; our balance in stock now is Rs 10,495-3-3, debts by weavers is Rs 490-14-0 and cash balance Rs 1,598-1-6, the total assets amount thus to nearly Rs 12,600 against a liability of Rs 12,513-0-6.

If you sell the stock for the market value will you make a profit?—Yes.

(President.)—Who opened the shops referred to in paragraph 43 of your note, I mean the poor grain shops?—By the firm of Dolaji Vajinji. They were the agents to the water-power spinning mill at the Gokak Falls and they also trade in other things. The total purchases amounted to Rs 14,600 and sales to Rs 10,597-6-3, the loss sustained was Rs 1,900. There was a panic and some sold their grain at high rates, while in the poor shops opened by these Gokak people, the grain was sold without any margin for profit.

How long did these shops go on?—At Athni it was kept open till the end of May 1897. It was opened in October 1896.

(Mr. Holderness.)—You say the grass sent by the Forest Department was not sold, why was that?—It was not suitable for cattle in the affected parts of the district; and then in the Khanapur Taluka, to which the cattle were sent by the people, the forest was opened to them. In the other parts of the district also there was no demand for Mr. Shuttleworth's grass.

Referring to your answer to question No. 68 you say, "if no work be provided within a reasonable distance from their homes, the result will be emaciation." What would be a "reasonable distance"?—Yes, but I would rather put it down to 12 miles. At first they are disinclined to leave their homes, but when they find that their families are starving and that they have no work for themselves and their families, they will leave their homes.

Have they to reside on the works?—In the beginning they will not come if they have to reside, but later on they will come.

How many relief works were there?—Three, and most of them were near the villages.

Did the workers go home?—No, they resided on the works.

Did that prevent them from coming?—No, these works were opened after they had lost all hopes of other kind of relief: they were then in extreme distress.

Usually they did not come readily?—No.

(Dr. Richardson.)—Any cases of death from starvation?—No, not a single one, so far as I am aware.

How do you account for 1,527 deaths from bowel-complaints?—I think people lived on unsuitable provisions.

(Mr. Bose.)—As regards relief to weavers, you had two funds, one from the Charitable Fund and the other from Government, had you not?—Yes.

Was the money given from these two funds, merely loans?—Yes, first the Charitable Fund advanced money, and then the Municipality raised a loan from Government.

Were there two funds incorporated?—No. They were loans obtained by the Municipality.

Had your Municipality authority to make this advance?—Yes.

Under the District Municipal Act?—Yes, I think so. I am not sure. However such authority has been granted by Act XII of 1897.

What part of the advance have you recovered?—About Rs 40 out of Rs 531.

Did you make advances in cash?—About Rs 500 in cash. This advance enabled the needy to manufacture fabrics, which were purchased by payment of cash. Articles manufactured by other weavers in want were also purchased. In short, custom was provided for them.

Did you follow the Madras system with regard to these people?—I do not know the Madras system.

(Mr. Monteath.)—Do you think the gratuitous relief to these weavers could be carried on on a large scale?—No.

Were the loans made for agricultural improvements diverted for other purposes?—No, except for the purpose mentioned in paragraph 15 of my written evidence; a small quantity was spent by the borrower to purchase grain to maintain himself and his family and fodder for his cattle.

You don't call that misappropriation of the loan?—No.

Have you made careful inquiries on this point?—Yes.

Does the value of the work done by means of these advances represent that a fair amount has been spent on them?—Yes.

Did you notice any sale of gold ornaments during this famine?—Not to any appreciable extent. I do not think that the people have much gold or silver ornaments.

It is said that in the famine of 1876-77 large quantities of gold and silver ornaments were sold: to what would you attribute the absence of such ornaments in this famine?—The famine arrangements were made in time, and as far as the Belgaum district was concerned, we had famine only in two talukas, and so the people emigrated at once to the non-affected talukas.

One of the witnesses said that the people are not now as well off as they were in 1876-77?—I do not think so.

You say in paragraph 59 that the Sár Desai of Sirsangi applied for a loan of fifty thousand rupees for an irrigation tank: did he get the loan?—Yes.

Would you recommend the opening of small works in the beginning of the famine and large works later on?—Yes, that is my idea.

Are small works profitable?—I do not think so, but they are necessary as "test works"; workers can be drafted to larger works; and then again we require small works for the relief of the petty cultivator and others who remain behind in the village and cannot leave it.

Do you think many people left the works just before the rains because they had to cultivate their lands?—Yes, and many returned after they had sown. We had some small works intended for agricultural labourers, close to the villages.

RAO BAHADUR A. B. DESAI, Assistant to Commissioner, Southern Division, called in and examined.

I put in a written statement of evidence and written answers to the Commission's questions.

I have had no direct connection with famine operations. All correspondence regarding the relief measures adopted in the Southern Division necessarily came to or passed through the Commissioner, and it is as his Assistant, assisting in the disposal of that correspondence, that I have acquired what little knowledge I possess in the matter. I served in the same capacity in 1891-92 when Bijapur was affected by scarcity. I was on the spot when famine relief works were started at Bijapur in November 1896. I was deputed

specially by the Commissioner to Guledgudd and other places to make enquiries into the condition of weavers, the result of which is embodied in Government Resolution No. 242-Fam. of 23rd January 1897. I was also twice sent to Kolaba in connection with the scarcity prevailing in that district.*

In trying to answer some of the queries received from the Famine Commission, I have confined myself to the district of Bijapur, because both in the Dharwar and Belgaum Collectorate, the talukas declared in the Famine Atlas as liable to famine were only partially affected, and while no

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* Vide G. R. Nos. 1899-Fam. and 1907-Fam., dated, respectively, the 23rd October and 16th November 1897.

Reo Bahadur A. B. Desai. information for the former has yet been received, that for Belgaum is yet incomplete.

Desai.

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Extent and severity of the distress.

(a) 1. The whole of the district of Bijapur was affected. Its area and population are given below :—

| Area in square miles. | Population as per census of 1891. |
|-----------------------|-----------------------------------|
| 5,663 | 796,339 |

Assuming that the population has since the last census increased at the same rate at which it did between that census and the preceding one of 1881, its number at the beginning of famine may roughly be put down at 923,753.

2. The distress was due not so much to deficiency as to the unseasonableness of the rains. It was also due to the prevalence of abnormally high prices over the greater portion of India.

3A. The marginal table compares the average rainfall with the rainfall in 1876, 1891 and 1896. The year 1896 resembled 1891 more than 1876. The total area sown with kharif crops was about 261,917 acres; but by the end of October the kharif crops had dried up except in a

| Taluka. | Average. | 1896. | 1891. | 1876. |
|------------------|----------|-------|-------|-------|
| Bijapur . . . | 26.68 | 11.03 | 13.70 | 5.61 |
| Indi . . . | 28.10 | 13.33 | 13.32 | 4.28 |
| Sindgi . . . | 31.26 | 10.10 | 18.63 | 1.82 |
| Bagevadi . . . | 26.73 | 11.52 | 18.7 | 2.08 |
| Muddebihal . . . | 27.62 | 13.42 | 18.76 | 0.10 |
| Bagalakot . . . | 26.03 | 8.24 | 13.98 | 2.37 |
| Badami . . . | 24.56 | 14.65 | 17.10 | 1.03 |
| Hungund . . . | 23.29 | 9.40 | 16.22 | 8.76 |

few places, and the rabi crops sown were withering except along the banks of rivers and nalas. There were no sufficient showers in November or December.

| The average area† sown in ordinary years with kharif and rabi is given in the margin. The entire failure of the later rains meant a complete ruin of the rabi crops on which the district chiefly depends. The total outturn of dry crop and irrigated areas was, as estimated by the Survey Commissioner, about | |
|--|------------|
| Kharif. | Rabi. |
| Acres. | Acres. |
| 686,626 | 1,214,279 |
| Dry crop . . . | 10,110,237 |
| Irrigated . . . | 19,947,680 |
| | 30,057,917 |

30,057,917 lbs.,† which at the rate of 1½ lbs. per head of the census population was barely sufficient to feed it for 26 days.

3B. The prices had abruptly

Prices of Jowari.

| Month. | Rate per rupee in lbs. | |
|-----------------|------------------------|----------|
| | 1896-97. | 1876-77. |
| September . . . | 41½ | ... |
| October . . . | 25½ | ... |
| November . . . | 20½ | 14½ |
| December . . . | 22½ | 16½ |
| January . . . | 23½ | 17½ |
| February . . . | 23½ | 17½ |
| March . . . | 19½ | 16½ |
| April . . . | 22½ | 16½ |
| May . . . | 18½ | 14 |
| June . . . | 18 | 12½ |
| July . . . | 15½ | 9½ |
| August . . . | 16½ | 9½ |
| September . . . | 25½ | 9½ |
| October . . . | 28½ | 12½ |

Mr. Higham, in paragraph 23 of his inspection notes regarding the Bombay Presidency, observes that prices in 1876-77 were much lower than in 1896-97, and gives a comparative table of prices for the five affected districts of the Central Division in support of his remarks. Whatever the condi-

tion of things in those districts, in the Bijapur Collectorate the price of jowari, taken month by month, was lower in 1897 than in 1877, while the rate of 9½ lbs. at which it sold in the month of September 1877 was never reached during the whole period of the recent famine.

4. Up to the beginning of October 1896 the outlook was fairly satisfactory, because in a district depending chiefly on rabi, it is the October rains which decide the fate of the season. All the preceding seasons except 1891-92 were favourable.

5. Yes. There is a large number of people, such as those mentioned in the margin, whose source of subsistence may be said to be precarious, but in ordinary years, whether it be the deeply indebted petty landholders, the pure labourers, the poorer section of artisans, the wandering tribes or the professional beggars, they are not known to be ever in distress. Their aggregate number can only be roughly estimated as not exceeding one lakh and-a-half.

6. The agriculture of the district is entirely dependent on the seasonable fall of the later rains. There is almost no irrigation and no irrigation work of any size.

7. It is very difficult to give any reliable estimate about the extent to which the population of the district can depend upon its reserves of money or food in times of severe distress. But some idea can be formed from what has happened in the recent famine. The average daily number of people relieved on relief works or otherwise was 80,408. The number of people similarly relieved on private works through the grant of tagai or otherwise and by the Indian Charitable Fund may be estimated at 40,000. Adding to these the number of people who, according to Mr. Panse, emigrated from the district (100,000), the remaining population (703,345), may be said to have depended on their own resources whether in (1) money, (2) food, or (3) credit. Besides, the actual instances of grain pits opened late in 1877 (October and November) and some such pits having burst open on

| | |
|--|------------|
| Population including the yearly increment . . . | 923,753 |
| Deduct— | |
| No. of persons relieved on relief works or gratuitous relief— | 27,142,828 |
| Total No. of persons relieved. | 360 |
| Days of famine period from 15th November to 31st October . . . | 60,408 |
| No. of persons relieved on private works and from Indian Charitable Fund . . . | 40,000 |
| No. of persons stated to have emigrated . . . | 100,000 |
| Balance No. of persons depending on their own resources . . . | 2,20,408 |
| | 703,345 |

account of floods in the monsoon of 1892, i.e., after the season of high prices had passed away, show that the well-to-do people still keep grain stored in underground pits. Letting alone, therefore, the law of demand and supply, Government can, on account of the improved state of communications, safely depend on the required quantity of food stock forthcoming in any corner of the district.

8. The distress in 1896-97 was more extensive than in 1876-77, but it was less severe on account of favourable circumstances, such as (1) the vastly improved state of communications, (2) the prompt and complete organization of relief measures, (3) the extensive use of Government loans on favourable terms, (4) the spread of education which has enabled the people to understand the benefit of the relief measures, (5) the improved capacity of the landholders to stand the stress as evinced by the payment of land revenue demands without coer-

| Year. | Total Revenue Demands. | Revenue collected up to 31st July. | Balance outstanding on 1st August. |
|---------|------------------------|------------------------------------|------------------------------------|
| | R | R | R |
| 1896-97 | 14,17,915 | 10,91,023 | 3,26,891 |
| 1876-77 | 12,94,814 | 5,46,434 | 7,48,380 |

(a) The numbers refer to the questions drawn up by the Commission.

* Vide para. 2 of Survey Commissioner's report on the Bijapur District (his No. A-826, dated 17th March 1897).

† Vide paragraphs 4 and 9 of Survey Commissioner's report on Bijapur District (his No. A-848, dated 17th March 1897).

‡ Vide paragraph 4 of printed Government letter No. 122-Fam. of 12th January 1897, to the Government of India.

§ Vide para. 10 of Mr. Nugent's review of the Bijapur Administration Report for 1892-93.

¶ Figures taken from Mr. Panse's Final Famine Report for 1896-97.

‡ Figures taken from the Jamabandi Report for 1876-77.

don, and (6) the supplementary aid made available on a vast scale from the Indian Charitable Funds.

Sufficiency and economy of the relief measures.

10. August was the month of maximum pressure in the Bijapur District both in 1896-97 and 1876-77. In August last year, the total number daily relieved on relief works or otherwise was 133,663 as compared with 165,054 in August 1877. The percentages which these figures give on the total population of the district according to the general census immediately preceding the two famines come to 16.8 and 20.2 respectively. The standard of 15 per cent. seems, therefore, nearer the mark, and when due allowance is made for the increment in the population, which must have taken place in the intervals that elapsed between the year of the census and the famine year, the standard will be found to be fairly correct. I do not think this standard is likely to

(1) Total population including increment : 923,753
Total numbers relieved : 133,663
Percentage 14.46

be exceeded in the affected area of the Bombay Presidency taken as a whole.

| Month. | No. of persons relieved daily during 1896-97. | Percentage of persons relieved to population. |
|-----------------------------|---|---|
| November 1896 | 11,133 | 1.3 |
| December " " " " | 35,484 | 4.4 |
| January 1897. | 74,369 | 9.3 |
| February " " " " | 86,853 | 11.1 |
| March " " " " | 80,431 | 10.1 |
| April " " " " | 76,213 | 9.5 |
| May " " " " | 69,262 | 8.6 |
| June " " " " | 71,314 | 8.9 |
| July " " " " | 105,569 | 13.2 |
| August " " " " | 133,663 | 16.8 |
| September " " " " | 1,32,673 | 15.4 |
| October " " " " | 30,943 | 3.9 |

12. For a short time the number of relief workers and also of dependents seemed to exceed the natural proportion, but this excess was promptly checked by the adoption of measures mentioned in my reply to question No. 16.

13. No.

14. The relief arrangements were quite adequate.

15. As compared with the normal rate, the mortality

** Normal Death-rate—1897.*

| Month. | Total mortality in 1897. |
|-----------------------------|--------------------------|
| October 1896 | 1,400 |
| November " " " " | 1,435 |
| December " " " " | 1,500 |
| January 1897 | 1,646 |
| February " " " " | 1,640 |
| March " " " " | 2,047 |
| April " " " " | 2,584 |
| May " " " " | 5,515 |
| June " " " " | 3,643 |
| July " " " " | 4,184 |
| August " " " " | 4,300 |
| September " " " " | 5,403 |
| October " " " " | 3,385 |

the district is rarely free from that disease and the mortality from it in 1897 was actually less than in 1896. The Deputy Sanitary Commissioner attributes the excess mortality to fevers, bowel-complaints, such as diarrhoea, dysentery, etc. The use of old and rotten grain, which taken from grain pits is offered slightly cheaper and finds extensive demand amongst poor people, as also the use of other unwholesome food, must have led to complaints such as those mentioned above. So far as I can judge, no reasonable measure that Government could adopt would have prevented the mortality to an appreciable extent. It was certainly not due to any defect in relief operations such as

Deaths from cholera.

| 1896. | 1897. |
|-------|-------|
| 8,131 | 4,311 |

the inadequacy of wage or the low quality of food supplied in poor-houses, kitchens or in connection with the village dole. In proof of this I may point to the fact that in the month of maximum pressure (August), when the number of persons daily relieved was 133,663, the deaths numbered only 4,200, while in the month of May, when the number of people relieved was only 69,262, the deaths were 5,515. It may also be stated that if the principal aim of Government in devising relief measures was to prevent death from starvation, that has been accomplished with a success beyond the most sanguine expectation of officers who had experience of any previous famine. Even the agents of the now defunct Poona Sarvajanik Sabha or the Deccan Sabha who visited Bijapur were not able to point to a single death suspected to have been caused by starvation. No local newspapers, which are always wide awake to publish and exaggerate any such occurrence, have ever referred even to

the inadequacy of wage or the low quality of food supplied in poor-houses, kitchens or in connection with the village dole. In proof of this I may point to the fact that in the month of maximum pressure (August), when the number of persons daily relieved was 133,663, the deaths numbered only 4,200, while in the month of May, when the number of people relieved was only 69,262, the deaths were 5,515. It may also be stated that if the principal aim of Government in devising relief measures was to prevent death from starvation, that has been accomplished with a success beyond the most sanguine expectation of officers who had experience of any previous famine. Even the agents of the now defunct Poona Sarvajanik Sabha or the Deccan Sabha who visited Bijapur were not able to point to a single death suspected to have been caused by starvation. No local newspapers, which are always wide awake to publish and exaggerate any such occurrence, have ever referred even to

| | 1877. | 1897. |
|------------------|---------|---------|
| Deaths | 83,083† | 34,860‡ |

cases of emaciation. Besides, comparing the mortality of the two famines and bearing in mind the same time that

while the figures of 1877 are admitted to be far below the actual number of deaths the registration of vital statistics has since vastly improved, the results seem quite satisfactory.

16. The following changes were found necessary which were followed by a decrease in the numbers on relief:—

- (1) Stricter exaction of task (fining below the minimum wage on account of short work wilfully turned out).
- (2) Compulsory residence in camps.
- (3) Drafting to central works.
- (4) Substitution of cooked food to dependants instead of cash payments.

The decrease in each case was the direct result of the change introduced, but these changes had not the effect of excluding from relief persons entitled to it.

17. So far as is known, there was not the remotest connection between the changes mentioned above and the high death-rate already noticed.

18. The tests prescribed were *gradually* but rigorously carried out.

19. In laying down general principles for famine administration, the Famine Commissioners, in para. 112 of their report, have desired that employment should be offered to the people in need of relief in time to secure them against the danger of falling into an enfeeble condition through want. In all the required places relief works were opened, but it took some time before the arrangements for strict supervision were completed and things got settled. The exaction of task work was, however, never neglected, and the idlers began to be fined so early as December 1896.

20. Both women and working children were also subjected to the labour test.

| Week ending | Average daily number of work-people. | Number of persons fined. | Amount of fine. |
|------------------------------|--------------------------------------|--------------------------|-----------------|
| 26th June 1897 | 20,963 | 11,344 | 1,121 |
| 13th " " " " | 23,430 | 9,999 | 1,056 |
| 19th " " " " | 34,031 | 17,018 | 1,408 |
| 26th " " " " | 25,756 | 18,362 | 1,895 |
| 3rd July " " " " | 46,946 | 18,066 | 3,501 |
| 10th " " " " | 40,407 | 15,615 | 3,463 |
| 17th " " " " | 55,466 | 23,723 | 3,839 |
| 24th " " " " | 84,146 | 43,643 | 5,932 |
| 31st " " " " | 91,136 | 37,924 | 7,099 |
| 7th August " " " " | 93,360 | 35,006 | 6,294 |
| 14th " " " " | 86,239 | 32,435 | 6,253 |
| 21st " " " " | 108,540 | 34,341 | 6,508 |
| 28th " " " " | 119,806 | 31,481 | 4,776 |
| 4th September 1897 | 125,889 | 35,299 | 4,113 |
| 11th " " " " | 114,139 | 36,440 | 4,975 |
| 18th " " " " | 104,075 | 33,119 | 4,211 |
| 25th " " " " | 71,072 | 31,507 | 5,430 |

The number of persons fined between June ** and September was as given in the margin.

In the beginning of August a circular was issued (*vide* Appendix A) for regulating the fine properly, which removed all complaints on

the part of relief workers.

* Figures taken from the Sanitary Commissioner's statement accompanying G. R. No. 2010-Fam., dated 28th December 1897.

† Figures taken from the Sanitary Commissioner's Report for 1896.

‡ *vide* page 361 of the Administration Report of the Bombay Presidency for 1877-78.

§ *vide* appendix to G. R. No. 2010-Fam., dated 28th December 1897.

¶ *vide* page 537 of the Bijapur Gazetteer.

** Fining below the minimum began in this month

Rao Bahadur A. B. Desai.

1st Mar. 1899.

Rao Bahadur A. B. Desai. 21. The subjoined table gives the required percent-
ages:—

1st Mar.
1898.

| Month. | Population. | Daily number of relief workers. | Daily number of dependants and persons relieved gratuitously. | Percent- age on popula- tion. | Percent- age on number of relief workers. |
|------------------|-------------|---------------------------------|---|-------------------------------|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| November 1896 . | 7,96,339 | 3,709 | 292 | 03 | 7.6 |
| December . . . | | 27,634 | 8,134 | 1.02 | 29.5 |
| January 1897 . . | | 51,385 | 19,759 | 2.4 | 38.4 |
| February . . . | | 69,094 | 29,762 | 3.7 | 50.3 |
| March . . . | | 54,415 | 26,016 | 3.2 | 47.8 |
| April . . . | | 51,229 | 24,964 | 3.1 | 44.7 |
| May . . . | | 48,034 | 21,223 | 2.6 | 44.2 |
| June . . . | | 51,312 | 20,005 | 2.5 | 38.9 |
| July . . . | | 80,908 | 24,674 | 3.1 | 30.5 |
| August . . . | | 103,562 | 30,160 | 3.8 | 29.1 |
| September . . . | | 92,853 | 29,816 | 3.7 | 32.1 |
| October . . . | | 15,035 | 15,969 | 1.9 | 105.8 |
| November . . . | | ... | 59 | ... | ... |

The figures in column 4 include non-working children. Taking this fact into consideration, the highest percentage reached was that in August and cannot be regarded as excessive.

22. It is somewhat difficult to answer the question as regards the relation between the task and the wage. The figures of relief workers weekly furnished are not classified, but from the number of

(1) *Vide* table at reply 20, persons fined(1) and the following percentages available for the months of February and August it may be inferred—

- (1) that most of the relief workers were content with the C or D class wage;
- (2) that even the able-bodied amongst them would not try to rise to a higher class for the sake of the increased wage;
- (3) that presumably, therefore, unless the C or D class persons supplemented their rations from the cash allowances for dependents, the wage fixed for those classes is sufficient to support a person on a relief work;
- (4) if this is so, the A and B class wages leave a margin which would seem superfluous.

The percentages of relief workers during the months of February and August were:—

| Class. | On 15th February. | On 7th August. |
|-------------|-------------------|----------------|
| A | 12.5 | 4.09 |
| B | 59.3 | 55.5 |
| C | 22.9 | 35.6 |
| D | 5.2 | 4.7 |

This shows that in the month of maximum pressure the proportion of A class workers had heavily fallen and was very small. I think that many of the really able-bodied people seek private work on better wage. In the month of April I met at Ugar, a village in the Athni Taluka, about 110 people from the Sindgi side. They had each with them when they went there a saving of R20 to R40. This was brought to my notice by the Guzar who had employed them on the improvement of his fields. A few of them were accompanied by their families. The preponderance of women on a relief work can thus to some extent be accounted for and explains in its turn the larger percentage of children. Practically the relief workers have worked as if class A did not exist, and consequently the task work laid down in the Code seems open to revision. The B and C classes remained as strong as before, but a large number had to be fined for insufficient task. It seems that until the system of fining below the minimum was introduced they were content with D wage.

23. In regard to the distance test, the instructions of the Famine Commission were never lost sight of. In the beginning, for want of subordinates, tools, etc., it was difficult to make any choice. The Bijapur-Honwad Road was the first work opened. It was close to Bijapur. Next seven other works were opened in the remaining talukas with a view to provide labour in each taluka. Subsequently, in

order to remove urgent demand for labour, more than one work had to be opened in one and the same taluka, as the sanctioned programme kept by the Public Works Department left no option for choosing a central work sufficiently large to meet the demand.

It was in the middle of January, i. e., within two months of the first relief work opened, that the Taoshi Tank work, which is situated in the district of Belgaum, was begun and drafting commenced. Two more tank works were added to the programme later on, one—in July and the other in August. It was, however, a standing order that no labourers were to be employed close to their homes. Residence on the work was made compulsory.

24, 25 and 26. The subjoined table gives for the month of August—the period of maximum pressure—the total population of persons relieved on works through wage and its percentage on the census population:—

| Year. | Population as per preceding census. | Average number of persons daily relieved on relief works excluding dependents. | Percentage of total number relieved on population. |
|---------------|-------------------------------------|--|--|
| August 1897 . | 796,339 | 193,502 | 12.1 |
| August 1877 . | 816,272 | 106,383 | 13.3 |

I was not in the famine districts in 1877, but from what

| | Number of persons relieved. | |
|-----------------|-----------------------------|-----------|
| | 1896-97.* | 1876-77.† |
| November . . . | 11,133 | 3,420 |
| December . . . | 35,664 | 16,608 |
| January . . . | 74,969 | 45,801 |
| February . . . | 88,663 | 38,950 |
| March . . . | 80,431 | 31,796 |
| April . . . | 78,213 | 51,284 |
| May . . . | 69,282 | 93,140 |
| June . . . | 71,316 | 111,822 |
| July . . . | 105,680 | 120,683 |
| August . . . | 133,663 | 166,054 |
| September . . . | 122,673 | 64,802 |
| October . . . | 30,843 | 57,525 |
| November . . . | 1,029 | 7,619 |
| December . . . | 771 | 2,638 |

N. B.—For 1876-77 information about non-working children and dependants is not separately available for each month to enable a comparison being made, and hence in this table number of persons relieved on relief works or otherwise in both the famines has had to be compared.

The comparatively larger attendance during the first six months of the year as compared with 1877 was chiefly due to the above-mentioned circumstances.

27 and 28. Gratuitous relief was administered in four ways:—

- (1) It was given to dependants either on relief works through kitchens or by cash payment.
- (2) It was given through poor-houses, where residence was made compulsory.
- (3) It was given to village officers by payment in cash.
- (4) It was also given in villages. The village dole was throughout given in grain. The list was carefully prepared and supervised from time to time by several officers from Circle Inspectors up to the Divisional Officers, and the dole was paid to those persons only who were really in need of it.

In 1877 it was found that the patils, to whom the distribution of the village dole was left, had cheated the people, and on account of this distrust the number of people permitted to be so relieved in that year was proportionately small.‡

29. There are no figures of 1877 to be compared with in regard to the extent and cost of gratuitous home relief. But there is not the least doubt that in 1896-97 the relief reached the people for whom it was intended quite in time and under a most efficient supervision. One undeniable proof of its success is to be met with in the fact that not one famished person was found wandering.

30. In 1896-97 the total number of persons relieved in various ways was 27,142,828§ and the total expenditure

* Taken from Mr. Pause's Statement A accompanying his Final Famine Report.

† Taken from Survey Commission's Report No. A.—826 of 17th March 1897.

‡ *Vide* page 178 of Part III of the Famine Commission's Report.

§ *Vide* Statements A and B accompanying Bijapur Collector's Final Famine Report for 1896-97.

incurred on relief amounted to Rs28,51,580.* The cost of relief deduced from the above figures comes to one anna and eight pies per head. The total number of persons relieved in the famine of 1876-77 was 20,677,127† and the expenditure incurred amounted to Rs25,83,757‡. The cost per unit was therefore one anna and eleven pies.

31. The total amount of loans given to agriculturists was Rs13,38,265‡ against Rs810 in the preceding famine. The amount of land revenue postponed last year was Rs3,25,991‡ against Rs7,48,380 in 1876-77. The system of making advances to cultivators has been of later growth and it is now much prized by the cultivators. In the scarcity of 1891-92 the amount of tagai granted was Rs2,84,674. Mr. Fleet and the District Officers were of opinion that the scarcity of 1891-92 had been tided over by the free grant of tagai advances. The experiment was tried during the recent famine on a much larger scale and with complete success.

32. I think the only classes on whom the famine will leave a lingering trace for some years consist of (1) people (artizans and others) who had ample credit but scanty resources and who out of self-respect preferred to borrow, whether from Government or sowkars, (2) and also the poorer agriculturists, who although they resorted to relief works lost heavily in cattle on account of the extraordinary dearth of fodder. All others may be said to have passed off unscathed. The traders have enriched themselves. The big land-holders, too, made large profits by the sale of pit grain. So far as can be judged from public opinion on the subject, no classes have been permanently injured.

33. The scheme of famine relief as laid down by the Code seems open to improvement in regard to the revision of classification of labourers and the consequent readjustment of task and wage. Also in regard to the preservation of cattle and the provision for using compulsion under certain restrictions when a distance test has to be enforced against a needy but an obstinate relief worker. I have made further remarks in explanation of these suggestions in my reply to question No. 49.

Extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. The measures of State relief were as under :—

- (1) Gratuitous relief by dole.
- (2) Famine relief works.
- (3) Poor-houses.
- (4) Kitchens.

Other measures of relief :—

- (5) Suspension of land revenue.
- (6) Loans to agriculturists.
- (7) Relief to respectable persons.
- (8) Temporary improvement of water-supply.
- (9) Free grazing in Government forests and supply of fodder.

The measures of private relief were :—

- (1) Poor-houses by the Municipalities of Bijapur, Guledgudd and Ilkal.
- (2) Private subscriptions.
- (3) Indian Charitable Fund.

40. *Vide* head paragraph.

41. All the measures were authorized by the Code.

42. Yes. Section 15 (a) of the Code regarding weavers.

43. I have appended a statement (Appendix B) showing what material departures were made in practice from the detailed provisions contained in the Famine Code. The nature of the change introduced, together with the reasons for it, are also given in the statement.

One of the most important steps taken was, under section 79 of the Famine Code, in regard to the regulation of the wages by the amount of the work performed. Fining below the minimum under clause (b) of section 87 was being extensively enforced and under the gang task system the exaction of fine gave rise to many complaints. The circular which is annexed hereto as Appendix A worked exceedingly well and was admitted to be equitable all round.

44. There is no doubt that with regard to the relief of distress and saving of human life one and all the measures of relief were eminently successful. As regards economy there was perhaps some room for improvement.

In para. 22 of his inspection note on relief works in the Bombay Presidency, Mr. Higham gives the following table :—

| Department. | Average daily attendance during eight months. | |
|-------------------------|---|------------------|
| | June 30th, 1877. | June 26th, 1897. |
| Civil Department | 42,693 | 6,823 |
| Public Works Department | 99,513 | 129,301 |
| Total on Relief Works | 142,206 | 136,124 |
| Dependants on Works | 9,191 | 56,162 |
| Grand Total | 151,397 | 192,286 |

and observes—

- (1) that as compared with 1876-77, the number of works in charge of Civil officers in the recent famine were small;
- (2) that the number of dependants was larger in 1896-97 than in 1876-77.

It is obvious that Mr. Higham had not before him the orders under which relief works in 1876-77 were carried out. There were then, as now, four classes, but they were differently treated in regard to relief :—

First Class.—All the able-bodied men and women corresponding to the present class A of the Code. These were drafted to relief works under Public Works Department.

Second Class.—The less capable, the older men and the women and children. These are now comprised in classes B, C, and D. These were drafted to works under the Civil Department.

Third Class.—People incapable of travelling any distance and incapable of ordinary labour to be employed in villages. Part of this is comprised in the present class D.

Fourth Class.—The old, infirm, blind and cripples who have no one to support them.

Subsequently it was directed|| that children under 7 years of age whose parents were on relief works should be dealt with as belonging to class IV, but relieved on relief works by a cash payment of $\frac{1}{4}$ anna.

It was in consequence of these orders that all the relief workers who now join the Public Works Department relief works under class B, C or D were employed in 1876-77 on civil works. That system was disapproved by the Famine Commission, who in paragraph 129 of their report desire that the management of all works, large or small, should be entrusted to the officers of the Public Works Department. Section 67 of the Bombay Famine Code accordingly directs that the construction of either large or small works shall, as far as possible, be undertaken by officers of the Public Works Department. This accounts for the change of policy noticed by Mr. Higham.

Similarly Mr. Higham's remarks about the number of dependants in 1896-97 being larger than in 1876-77 do not appear to be correct. In support of my assumption I have only to invite attention to the figures of relief workers and non-working children of 1876-77 given at page 176 of the Famine Commission Report, Part III. The months of

| Month. | Total number of relief workers. | Number of non-working children. | Percentage. |
|-------------|---------------------------------|---------------------------------|-------------|
| April . . . | 286,180 | 76,341 | 30.1 |
| May . . . | 361,349 | 106,309 | 29.4 |
| June . . . | 359,658 | 111,050 | 30.9 |

maximum pressure in that year in the Presidency taken as a whole were April, May and June. The marginal table will show that in respect to non-working

* *Vide* Statements A and B accompanying Bijapur Collector's Final Famine Report for 1896-97.

† *Vide* page 55 of the Statistical Atlas—famine details.

‡ Taken from Mr. Panse's Final Famine Report.

§ *Vide* G. R. No. 208 C.W.—809, dated 21st November 1876 (Public Works Department).

|| *Vide* G. R. No. 312 C. W.—1116, dated 26th December 1876 (Public Works Department).

Rao Bahadur A. B. Desai. *children alone* the percentage was 29 or 30. This shows that Mr. Higham's figures of "dependants" on which he bases his remarks are far below the mark.

1st Mar.
1898.

It cannot, however, be doubted that the number of dependants in the recent famine was, in proportion to the relief workers, large enough to call for an explanation. The subjoined table gives the required information :—

| Month. | Daily number of relief workers. | Daily number of non-working children. | Daily number of other dependants. | Total. | Percentage of total daily number on relief workers. |
|-----------------|---------------------------------|---------------------------------------|-----------------------------------|--------|---|
| November 1896 . | 3,709 | 281 | ... | 281 | 7.6 |
| December .. | 27,534 | 7,455 | ... | 7,455 | 27.7 |
| January 1897 . | 51,395 | 18,128 | ... | 18,128 | 35.2 |
| February .. | 59,094 | 21,013 | .. | 21,013 | 35.5 |
| March .. | 54,415 | 15,562 | 727 | 16,289 | 29.9 |
| April .. | 51,229 | 13,684 | 810 | 14,494 | 28.2 |
| May .. | 48,034 | 8,865 | 810 | 9,675 | 20. |
| June .. | 51,312 | 5,266 | 1,209 | 6,475 | 12.5 |
| July .. | 80,996 | 7,398 | 2,189 | 9,587 | 11.8 |
| August .. | 103,502 | 10,964 | 4,059 | 15,022 | 14.5 |
| September .. | 92,856 | 10,279 | 1,011 | 12,190 | 13.1 |
| October .. | 15,035 | 2,304 | 171 | 2,475 | 16.4 |

It is a fact for congratulation that, except in January and February 1897, the number of children and other dependants taken together never exceeded the highest percentage of non-working children alone reached in 1876-77. While the list of relief workers was being pruned of superfluities by the exaction of task and the enforcement of distance test, that of non-working children and dependants was also subjected to a similar check by the substitution of cooked ration for cash. The effect of this is manifest in the reduction both of relief workers and dependants. In times of such acute distress the officers responsible for the prevention of the loss of human life through starvation cannot but choose to err on the right side by admitting to relief persons about whose actual condition in life there is no trustworthy evidence ready to hand. The results of village inspection and the enforcement of the task, the distance and other tests can only be looked for later on when the first hurry and bustle and the consequent excitement are over. I believe that no precaution that could have been taken would have avoided, to an appreciable extent, the excess number of relief workers or dependants, which, however, was but moderate.

45 to 48.—It is difficult to answer these questions without encroaching upon the complicated subject relating to the comparative merits of the task and piece-work systems or the revision of the existing classification of labourers and the adjustment of wage to task.

Mr. Higham admits that the piece-work system has had no trial in this Presidency. Its adoption will no doubt give great relief to the hard-worked officers in charge of the works, but it is not likely to suit the requirements of relief. It makes no provision for the dependants. If Mr. Higham's distance test of 40 to 50 miles is to be adopted in future, the dependants must always accompany the relief workers.

If they do, their presence close to the works will, as it does at present, be a source of trouble, and the cost of their travelling and subsistence will have to be borne by Government when labourers are to be drafted; if, on the other hand, they are to be left at home, their relatives on relief works will find it difficult to arrange for their feeding. Again, the stimulus for earning an increased wage may benefit a large number of able-bodied people who have no dependants and thus divert Government money from its main object. It will also exhaust the work sooner than is desirable.

The modified intermediate system has nearly the same objections. This system requires an ordinary labourer or a family of labourers to earn what the average family now earns in the shape of both wages or gratuitous doles combined *plus* the Sunday wage. It was tried in the Dharwar District, but was not in force sufficiently long to admit of a decided opinion being formed.

The task-work system by individuals or by gangs has been tried in two most trying seasons, and its defects have been known and considered removable without radical changes. Moreover, the people have become quite familiar to it. A famine year is not the time for experiments. Any system other than task-work will be unintelligible to the people and may possibly be attended, as every change in such times is, with undesirable results. If the gang task is regularly enforced according to the circular issued in this Division in August last (Appendix A), there need be no excuse for high rates for low tasks being in force.

70. In conclusion, I wish to say a word about the famine programme in reply to question 70. The plans and estimates ready at the beginning of the recent famine were those prepared some years ago. Irrigation works in Bijapur have never been thought remunerative enough to warrant a large outlay. The metal-breaking was therefore naturally relied upon.

As will appear from the remark quoted at page 4 of the Famine Atlas, it was believed that such a famine as that of 1876-77 did not befall a country oftener than once in 50 years. We have had it within 20 years, and as regards Bijapur there was, in addition, a season of unusual scarcity in 1891, which took away thousands of cattle and thereby impoverished the agriculturists. If unfortunately a calamity of the extent we have just passed through repeats itself within, say, another 15 or 20 years, then the question as to the nature of the works on the famine programme is a serious one. Metal-breaking does not pay and is unsuited for the concentration of labour and costly for purposes of constructing huts or establishing kitchens or poor-houses. Big tank works are only possible at a considerable distance; but this will have to be faced as an inexorable necessity. Relief workers together with their dependants will have to be drafted, whether willing to go or not, to large works even 100 miles away from their homes, and we seem to be within a measurable distance of the time when a legal authority, subject to certain safeguards, will be necessary to compel a relief worker to go to a particular work.

The necessity of having small works on the programme cannot at the same time be dispensed with. They will be necessary both at the beginning of a famine as a training school for familiarizing the people to residence in camps, and at the end of the famine to enable them to be nearer home to resume agricultural operations. Occasionally also, when cholera breaks out on a crowded central work and the relief workers leave it in a body and disperse in different directions, there must be small works to fall back upon, even though temporarily.

APPENDIX A.

CIRCULAR.

From Superintending Engineer, S.D., dated Belgaum, the 6th August 1897.

Subject to the following exceptions, all payments to famine labourers should be proportional to the amount of work done by the gang of which they are members, as laid down in Section 79, Famine Relief Code.

Exceptions :—

- Working children should not be fined below minimum wages, except those who are big and healthy, and who persistently refuse to do up to 70 per cent. of their tasks.
- Members of D class should be paid minimum wages, but attention is drawn to the concluding portion of Section 78 (a), Famine Relief Code.

- (c) New-comers drafted into B and C classes, and who are unaccustomed to the style of work set to them, should be exempted from fines until, in the opinion of the Subdivisional officer, they have had time to learn the work. But they must in that interval satisfy the officer in charge of the work that they "are honestly working to the best of their ability"—Section 79 (c), Famine Relief Code.
- (d) In all cases of fining below the minimum wage, the Subdivisional officer must satisfy himself that the deficiency of work is due to wilfulness, and not to weakness. Wilfulness may be assumed, unless the Medical officer provides the worker with a certificate of weakness, in which case it will be a matter for consideration whether the worker should not be put for a time into the D class.

2. In cases in which the fine reduces the wage to below the minimum, the Subdivisional officer should, as soon as possible, hold an inspection of the gang, in company with the Special Civil officer, re-arrange the classification, and eliminate the known contumacious characters, who should be formed into separate gangs by themselves, or be sent to the poor-house when one is available.

3. In the case of labourers living out in the open during the rains and for whom no hutting accommodation is available, tasks should be reduced by 20 per cent. and then payments should be made in accordance with the above rules.

Rao Bahadur A. B. Desai.

1st Mar. 1898.

APPENDIX B.

Statement showing material departures from the prescriptions of the Famine Code.

| Section of the Famine Code. | Nature of departure from the prescription of the Famine Code. | Order passed by Government. |
|-----------------------------|---|---|
| <i>Gratuitous Relief.</i> | | |
| Sections 58 and 59 | It was pointed out to Government that in many villages there was no resident grain-dealer, that the nearest grain-shop was generally distant, and that consequently it was impossible to carry out strictly the provisions of Sections 58 and 59. It was suggested that the difficulty would be best met by assigning to patels, or, where patels were illiterate, to village accountants, the duty of distributing the gratuitous relief. The supplies necessary for a whole week's dole might be obtained by the Patel or accountant from the nearest grain-dealer, who would give credit on the Mamlatdar's guarantee and would be repaid in the ordinary way on village dole, Form No. 2. | Government in their Resolution No. 105-Fam., dated 11th January 1897, approved of the suggestion. |
| Section 60 | It was found that many villages in the Bijapur District had but one or two Walikars, and those villages being generally small did not possess a grain-shop and consequently dole had to be brought from some adjoining market, village or town. It was therefore recommended that in exceptional cases, such as those mentioned above, a monthly cash payment of the value of dole might be substituted with the sanction of the Commissioner. | Government Resolution No. 663-Fam., dated 26th February 1897, authorized the Commissioner to make payment of the cash equivalent of the dole weekly or monthly in cases in which he considered that course desirable, and observed that if an allowance of Rs 2 would suffice there was no valid reason for giving the Walikars the maximum ration. |
| <i>Famine Relief Works.</i> | | |
| Section 74 | Section 74 was silent as to up to what age of children nursing mothers were to be paid cash allowances and from what age cash payment was to cease and feeding at kitchens to begin. | By Government Resolution No. 995-Fam., dated 31st March 1897, the following suggestions were sanctioned:— (1) Only nursing mothers who are not required to work shall be treated under Section 74. (2) All nursing mothers who are required to work shall receive in addition to the wage they earn cash payment under the Code for any child without teeth in both jaws. (3) All children with teeth in both jaws shall be fed in the kitchen, but if they cannot eat the whole of their ration the remaining portion shall be given to their mother. |
| Section 82 | With reference to delay in payment of wages to relief workers it was reported to Government that one cause of delay was the varying rate of price of grain, and that if a rate could be laid down for each week from that of the previous week, matters would be greatly expedited. | Government in their Resolution No. 78-Fam., dated 8th January 1897, remarked that in the North-West Provinces a change was not made in the rate of cash wage on account of a variation in price which was less than 10 per cent., and observed that they would not object to the adoption of the practice if it would save delay in payment. |

APPENDIX B—continued.

Rao Baha-
dur A. B.
Desai.
1st Mar.
1898.

| Section of the Famine Code | Nature of departure from the prescription of the Famine Code. | Order passed by Government. |
|--|---|--|
| <i>Famine Relief Works—continued.</i> | | |
| Section 82 . . | This section provided daily and bi-weekly payments. It was proposed to introduce weekly instead of bi-weekly payments to people who had been a month or so on relief works. It was pointed out to Government that as relief workers made their purchases on bazar day once a week, the proposal, if sanctioned, would give cashiers leisure to collect coin as required by Section 194 of the Code and also that more larger coin could be used in payment to labourers on relief works. | Government Resolution No. 227-Fam., dated 22nd January 1897, sanctioned the amendment of the section admitting of weekly payments to relief workers in place of bi-weekly ones. |
| Section 85 . . | It was suggested that the bazar day should be made the weekly holiday. | The matter having gone up to Government of India, amendment of the section was sanctioned so as to provide that the day of rest prescribed for labourers employed on relief works should ordinarily be the market day of the nearest town or large village (Government Resolution No. 204, dated 20th January 1897.) |
| Section 85 . . | It was suggested to Government in March 1897 that a rule might be passed to the effect that the Sunday or the rest day wage could be claimed only by those who had, after the Sunday or rest-day succeeding their arrival on the work, laboured for six days consecutively. | Government Resolution No. 1329-Fam., dated 18th June 1897, sanctioned the rule. |
| Section 90 . . | It was pointed out that there were difficulties in the way of the Collectors appointing a Magistrate with summary powers (<i>i.e.</i> , First Class Magistrate) to be a Special Civil Officer on a large relief work or group of such works; that the duties required of him under Section 92 imply his constant attendance on the work, and that it would be impossible to make groups of such works within the meaning of Section 90 or to spare any First Class Magistrate to devote his whole time to such work. | Government Resolution No. 9341, dated 23rd November 1896, authorized the Commissioner to appoint officers of the position of Māmlatdārs Head Kārkuns to be Special Civil Officers on relief works. |
| Section 107 . . | It was proposed to give the recipients of gratuitous relief jowāri instead of flour and grain equivalent instead of dal, salt and ghee. | Government in their Resolution No. 507-Fam., dated 13th February 1897, approved of the proposal. |
| Section 79 . . | Payment of individual task or by the gang . . | <i>Vide</i> Circular (printed) No. 4010, dated 6th August 1897, issued by the Superintending Engineer, S. D., in consultation with the Commissioner, S. D. (Appendix A). |
| <i>Kitchens.</i> | | |
| Sections 106, 126 . . | It was proposed that milk should be substituted for other ration in cases of children which owing to their tender age are unaccustomed to any other food. | Government in their Resolution No. 988-Fam., dated 31st March 1897, observed that there was no objection to the adoption of the course proposed where it was found practicable without undue increase of cost. |
| Section 126 . . | It was proposed to give three meals to children instead of two. | Government in their Resolution No. 1323-Fam., dated 15th June 1897, accepted the view of the Commissioner, S. D., that there was no objection to the proposal so long as the prescribed daily ration was not exceeded. |
| <i>Other measures of relief—Loans to agriculturists.</i> | | |
| Section 145 (b) . . | It was recommended that Collectors might be authorized to confer on <i>ordinary māmlatdars</i> and <i>Mahalkaris</i> powers contemplated in this section. | Government Resolution No. 567-Fam., dated 19th February 1897, approved and sanctioned the recommendation. |

1st Mar. 1898.

APPENDIX B—concluded.

| Section of the Famine Code. | Nature of departure from the prescription of the Famine Code. | Order passed by Government. |
|-----------------------------|--|--|
| | <i>Relief to respectable persons.</i> | |
| Section 151 (a). | In forwarding Bijapur Collector's report to Government on the subject of the application of Section 151 to the case of the weavers in the Bijapur District, the Commissioner, S. D., remarked that, from whatever point of view the matter was regarded, it was clear that the labour of weavers of the superior class could not be employed by Government on relief works or in their own trade without the certainty or risk of very serious loss which would exceed that incurred by remission of interest on loans to their employers who could give ample security. It was added that the grant of direct loans to weavers themselves, whose only form of security appeared to be their house-property, would not be advocated. | Government Resolution No. 242-Fam., dated 23rd January 1897, decided that it was quite unpracticable to carry out in all the affected districts Section 151 as it then stood, and directed that steps should be taken to amend it, which was accordingly done. |

(President.)—You are Assistant to the Commissioner, Southern Division?—Yes.

You travel with the Commissioner?—Yes.

You were deputed to make enquiries regarding famine operations in your division?—Yes, especially deputed to Guledgud and other places to make enquiries as to the condition of weavers.

What is the length of your service?—Thirty years.

What was the cause of the failure of harvest?—Heavy rain in the beginning and no rain at all in the end.

(Mr. Holderness.)—In your answer to question No. 3, you say the year 1896 resembled 1891 more than 1876. Is that with regard to the quantity of rain?—Yes, both as regards rain and crops.

Had the district quite recovered from the famine of 1876 and 1877?—Yes.

You speak of grain pits. Do you think there are still some pits left unopen?—Possibly they may have kept some unopen as a last resource; some were opened early in November. I found some very inferior grain in the market, and some had a very strong smell which showed that grain pits had been opened.

To what extent did the district feed on its stock?—If we take the produce of the division and the import, I think it had 1½ years' stocks.

Excluding these imports how many months did the district feed itself on its produce?—I can't say; the Mamlatdars report that they had six lakhs of maunds of grain in stock. We cannot depend on that statement.

You mean to say the imports were six lakhs and the rest their own stock hid?—No, certainly not.

In answer to question No. 8 you say that the present condition of the people is vastly improved. Do you really think that it is?—Yes, certainly. When people paid their land revenue during these famine days without any coercion, it is evident that their condition is not very bad, and that they can stand the stress of the famine. If we compare the figures of 1876-77 nearly 2 per cent. were in arrears.

Any compulsion used?—No.

Any indirect pressure?—No. The Sarvajanic Sabha from Poona sent out its agents advising people not to pay land revenue, and so it was necessary for Government to warn their officials to see that there was no underhand dealing, but Government used no pressure in making the people pay the land revenue. There has been an increase of 16 per cent. in the land revenue since 1876-77. Mr. Panse says in his note that there has been a large emigration of the people.

You think sufficient relief was given to the people?—Yes.

Do you attribute the high death rate in the district to bad food?—When bad grain is offered in markets poor people purchase it. The mortality was for a portion of the year excessive, the total cases of deaths from cholera in 1896 were 5,131 and in 1897 they were 4,331; that

is, nearly 20 per cent. of the death rate. The death rate in August was nearly as large as in May.

Did you travel through the district?—Yes.

Did you see any cases of extreme starvation?—No.

Did you see many relief works?—Four.

Did you notice the condition of the people?—They were quite healthy.

You say that even the able-bodied men fined below D wages would not try to rise higher, even for increased wages. What are your grounds for saying so?—Well, the people were content to remain on D wages and do the lowest possible work. D class get D task and D wage, and so they preferred it to A and B class and A and B wages.

Did you see many people on the D wage?—Yes.

Were they in fairly good condition?—They were not in bad condition, and did not appear to have suffered.

They did not get worse?—No.

From your experience, you think D wages sufficient?—I cannot say. I had D rations prepared and fed my peons with it, but they could not live on it. I think, however, the condition of life as regards peons is different. I have not the figures showing the result of my experience.

Appearances did not go against them?—Not to any appreciable extent.

Was it possible that they had any resources of their own?—Possibly, but I do not think that a man on relief work would spend his money.

I suppose, you saw children's kitchens?—Yes, I visited them. We had many children in them who actually stood in need of no relief.

Are kitchens troublesome?—Yes, so far as the management and supervision is concerned.

Were any arrangements made to keep the children from their mothers during working hours?—Yes, in many cases enclosures were attached to kitchens in which children were kept during working hours.

Did "teething" children get a cash dole?—I think so.

In your answer to No. 16 you speak of certain changes introduced which decreased the numbers. You think that these were proper tests?—Yes, we deliberately introduced them.

Are they not severe?—No, not severe. Compulsory residence in camps was not liked.

Had they any one to look after their cattle, specially the poor cultivators?—I think they made some arrangement; of course there may be what I say reasonable unwillingness and reasonable willingness, but mostly their unwillingness was unreasonable, because they had in most cases no cattle to look after, and so there was no necessity for them to make any arrangement.

The advances made to the cultivators were large?—Yes.

You think that large advances are useful?—Yes, the policy was adopted in 1891-92 with great success and so also during 1896-97.

Rao Bahadur A. B. Desai. What were the terms of re-payment?—Small loans for land improvements are given for 2 to 5 years.

1st Mar. 1898. Were the loans of 1891-92 recovered?—Yes, they were punctually paid. All the payments have been made according to the terms settled; there are cases in which the loans have not yet been fully liquidated, but the instalments have been paid.

You do not think that any class has been permanently injured by this famine?—No, certainly not.

Do you think that the piece-work system would afford relief during a great famine?—No, I would start task-work with sufficient safeguards as regards distance-test, fining, etc.

In Bijapur you had 24 works. Did they meet the demand?—I think so.

When the Commissioner ordered small works to be closed and drafted the people on to the Taosi Tank work, did not the people refuse to go there?—Yes, they refused; a number of them went away.

What became of those who left the works? Were they maintained by gratuitous relief?—No, some returned home and some joined other works, and the rest went to the Taosi Tank works.

Did many go to Taosi?—Yes, but owing to want of labourers the Athni road work proved a failure. I would therefore suggest that they should be compelled to go to big works when small works are closed; there is necessity for compulsion at certain times. We have to feed them somehow or other; if they do not go to work sooner or later they will require gratuitous relief. We have to save them and cannot allow them to die of starvation.

You had about 100,000 people on works in your Division?—Yes, I found that when a certain number objected, the others followed suit, and again when others advised them to go to the works and set an example, they obeyed.

(*Mr. Bose.*)—You compelled people to reside in camps, irrespective of any accommodation for them?—Well, it was more on account of the difficulty in accommodating them that the Public Works Department had to give up compelling them to stay in camps, and had to give up certain works. We did not force them to reside unless we had accommodation, especially as in certain seasons storms were expected.

(*Mr. Monteath.*)—Was there less objection to go to works within the district?—Yes.

At the end of the famine we tried to centralize works, and built tanks. Did not this cause any hardship?—No, I do not think so.

Did you make any special enquiries regarding the weavers?—It is impossible to create work for every craft. We however relieved many weavers by giving them small advances of 2 to 3 rupees a day and getting them to do some work in their own line, but we would require almost an unlimited amount of money to relieve them all in their trade.

Your general conclusion was that the number of weavers was great, and that Government could not easily assist them?—Yes, it was nearly impossible.

(*President.*)—Are there no rich weavers?—Yes, those at Ilkal are well-to-do.

Did you not afford the same gratuitous relief to these weavers as you would do to other poor classes?—Yes, we did, but Government could not afford to keep them all employed, but many private charitable persons assisted them.

At the Council Hall, Bombay.

TWENTY-FIFTH DAY.

Wednesday, 2nd March 1898.

PRESENT :

SIR J. B. LYALL, G.C.I.E., K.C.S.I., (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.
MR. T. W. HOLDERNESS, C.S.I.
MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.
THE HON'BLE MR. J. MONTEATH, C.S.I. (*Temporary Member for Bombay*).
MR. H. J. MCINTOSH, *Secretary*.

MR. A. F. WOODBURN, Acting Commissioner, Central Division, called in and examined.

Mr. A. F. Woodburn. I put in a written statement of evidence.

2nd Mar. 1898. The following notes relate to my experience as Collector in the Ahmednagar District. I joined my appointment from furlough in March 1897, and remained till the end of the year.

DEPARTURES FROM THE PRESCRIPTIONS OF THE CODE.

1. *Tasks set to individuals instead of to gangs.*—So far as my experience goes, individual tasks cannot be set for earth-work. They can be set for metal-breaking, and if the system of individual tasks could be carried out, it would be fairer than the gang system. The individual system was in force everywhere when I came to the district, but it was entirely displaced by the gang system in the last few months of the famine. I may give two examples of how it worked. The first was on a work where the supervising establishment was extremely inadequate. When work was closing in the evening a mustering karkun stood on a heap of metal and the workers brought the metal that they had broken during the day. The karkun gave a ticket for each basket and next morning at muster-call he took back the tickets and filled in the numbers in the muster roll. The first defect noticed was that there was not a sufficient number of baskets, and there was a consequent scramble and confusion. Next the baskets were of different sizes and they were filled to various degrees of fulness, say from about a quarter to three quarters full, and all alike got a ticket. So that even making the large assumption that the tally tickets and entries in the muster rolls were above suspicion, they only provided the

vague evidence of the work actually done. In the second example the baskets on the work were all of uniform size. The workers carried the metal to the heaps throughout the day, so that there was no confusion from a rush in the evening. There was a karkun at the metal stacks whose sole duty it was to see that the baskets were properly filled and to issue tickets. The number of tickets issued by him could be checked by actual measurement of the stacks. Tickets were taken back from the workers and the numbers credited in the muster roll. It will be seen that this is a much better arrangement than the first, and on some works it was carried on concurrently with the gang system of tasking in order to keep a check on idle workers. But I do not think that the individual system can be worked satisfactorily except with a much larger staff than is likely to be available. The extent to which a task has been executed should be capable of rapid measurement by an upper subordinate, and of check by his superior officer, and I do not see how this can be done if tasks are set to large numbers of individuals.

2. In one sub-division, practically all the gangs were put in D Class, and they were offered a premium for all work done beyond the task. (See Mr. Higham's note on the Bombay Presidency Relief Works, paragraph 11). This was an experiment. The sub-divisional officer, who, like myself, had just joined, found the individual task system in force, and a system of fining which involved thousands of intricate arithmetical calculations being worked out by mustering karkuns, which they were quite incapable of doing. They consequently put down fines in the muster rolls absolutely

haphazard, and the cashiers and sub-divisional officer, if they had done nothing else all day, could not have checked more than a fraction of the fines. The bulk of the labourers were classed as C, but they were not doing more than D task. We then tried the experiment described by Mr. Higham. It was only so far successful that it brought order out of confusion and made the workers content as they escaped fining, but it failed in its main object, which was to induce the people to work up to C task, and it was abandoned.

3. Modified piece-work was tried on one small work (clearance of Lakh Canal). I never saw this work, and can express no opinion on its success.

4. Section 95 of the Code requires poor-houses on or near large relief works. None were established, especially for relief works, as kitchens were found to supply all that was required.

5. Appendix IV (3) of the Code requires that the making of earthen walls and raised floors will be the work on which the relief workers should be employed on first arrival. This instruction was very far from being properly carried out, and such huts as the workers did make for themselves were often scattered about without order.

6. The same appendix, para. (2), makes residence in huts compulsory. This rule was not enforced at first. Efforts were made to enforce it strictly afterwards with some measure of success.

7. Section 126 of the Code does not expressly say what is to be done with non-working children whose parents will not allow them to go to the kitchen to be fed. But the section implies that all non-working children must be kept apart from the workers. Endeavours were made to carry this out in respect of children who were not kept in kitchens, but only with partial success.

8. With regard to efficiency in relief of distress and economy, I am unable to give an opinion about Nos. 1, 2, 3. I do not think the strict Code task system had a fair trial in the district, and I have no means of comparison with the Code system properly worked from the beginning.

No. 4 was, I think, quite as efficient as, and more economical than, the Code system. Nos. 5, 6, and 7 were relaxations. I doubt whether they increased efficiency of relief, and I feel sure that if the regulations had been strictly enforced the cost of relief would have been less.

ADVICE, RECOMMENDATIONS, AND OPINIONS.

9. I think it would be advisable to class as non-working children all under 10 years of age. On some works it has been the practice for the Public Works Department officer in charge to send to the kitchen working children who are idle or incapable of work, and it has been suggested that the present classification might be adhered to and discretion given to the Public Works Department officer to remove children from the work to the kitchen. But this would give extra trouble and lead to complaints of favouritism or oppression.

10. Idle workers should be classed according to their apparent physical capacity and fined under Section 87 (a) and (b) of the Code. I think at the beginning of a famine these provisions should be very strictly enforced. Shortly after I came to the district the Relief Executive Engineer wrote to me as follows in reply to enquiries about the system of tasking: "When I first came to the famine districts there was a strike among workers, and many circulars were issued telling officers to be lenient and still to exact tasks—two rather opposite things. After a month I fixed a task. About four or five weeks later I got out a stricter circular about fining, and lastly on April 9th I have made a still stricter circular by which I hope to get better results. I have kept in view the orders that we are to be patient and to warn people before fining them." This procedure seems to me wrong and demoralising. I do not of course in the least blame the Relief Executive Engineer. I think the strikers should have been promptly turned off, and idlers fined down to the "proportionate payment for work actually done."

11. *Classification and Wages.*—I think the greatly simplified system recommended by Mr. Higham and summarized in paragraph 3 of Government of India Resolution No. 31-237-2—F., dated 25th October 1897, should be adopted.

12. *Provision of large works in Programme.*—I consider that the famine campaign in the Ahmednagar district would have been conducted much more successfully and economi-

cally had there been some large works ready to start. Two such large works were begun only after the famine was far advanced—both of them tanks. I am certain that sites for such tanks could be found in other parts of the district. Engineer officers should be put on special duty now to look for suitable sites. There are large tracts of barren waste in places where probably storage reservoirs could be formed without submerging much valuable land. Nearly all projects of the kind would come under Mr. Higham's Class III. I hold very strongly the opinion that even such tanks as cannot be depended on for direct irrigation are nevertheless of great value for increasing the store of subsoil water and thereby keeping up the supply in wells. The only possible works under Mr. Higham's Class II would be light railways, for which I think there is scope.

13. *Drafting.*—So far as the Ahmednagar District is concerned, if there was serious distress, people would go 30 or 40 miles or more to relief works, and they could be drafted equally long distances.

14. *Compulsory Residence in Camps.*—I consider this together with the discipline which ought to be enforced as one of the most valuable means of securing that relief is not extended to people who are not really in need of it. I have referred already to the compulsory segregation of non-working children during working hours, and I would add that I think all friends and relatives of the workers should be excluded from the camps except on appointed days.

15. *Functions of Public Works Department and Civil Officers.*—On this subject I am in entire agreement with the views and recommendations of Mr. Higham as stated in paragraphs 33 to 36 of his final note.

16. *Famine Reports.*—The Code prescribes a form in which a historical account of the famine is to be given. Towards the end of the famine information was called for on many points not included in the prescribed form. This has caused a great deal of extra trouble, and in several particulars the information is not now obtainable, although it might have been procured if timely notice had been given. Further, the report implies the preparation of a certain amount of information in tabular form. But no forms have been prescribed except as regards one or two matters, and consequently it is almost impossible to compile district statistics, and ascertain the results for the whole affected area.

(President.)—Where were you during the famine of 1896-97?—I was the Collector of the Ahmednagar District, for a part of the time. I relieved Mr. Charles in March 1897.

Relief works were in full swing when you took charge?—Yes.

In what part of the District?—In every taluka except Akola, where the famine was not felt.

What were the special circumstances which led to the failure of crops?—Extremely heavy rain in the beginning and sudden stoppage afterwards.

(Mr. Higham.)—Did you try the "individual task" system?—No; but I think the Engineers tried it.

Do you think it the more satisfactory system?—Well it depends on the kind of work and the establishment available; for instance, in metal breaking with sufficient establishment to look after it, it would prove satisfactory.

Was it tried with earth-work?—No.

What size gangs had you?—About 100 or 200 in each gang.

You never tried smaller gangs?—Not that I am aware of.

You mention one case in which all were put in D class; but apart from that, what wages did the workers generally earn?—In practice a great many workers only received the D wage; in fact the majority only earned the D wage.

As regards fining, I think, you mean that they were practically fined down to D?—Yes; they were freely fined.

Do you think their numbers fell off in consequence of this fining?—I cannot say that.

Do you think the wages they earned were sufficient?—I suppose so as they did not seem to deteriorate on the D wage.

Had they any private resources?—I cannot say. But I think a good many did not come to the works until they had exhausted all their resources.

Mr. A. F. Woodburn.

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Mr. A. F. Woodburn. What grain was the rate fixed on?—Cheap *jowari* was the grain according to which the rates were fixed; in one taluka we took *nagli* into consideration.

2nd Mar. 1898. How often did you alter the wages?—Every week.

But whenever there was a rise did you alter the rates?—I cannot say that; the Civil officers supplied the rates every week.

In what taluka had you *nagli*?—In Akola.

Is it much grown there?—Yes.

Had you kitchens or cash wages for dependants?—Both. I think kitchens are preferable. At the beginning dependants received cash allowances, but when I joined kitchens were introduced for them. I do not think kitchens offer any special opportunities for fraud. At first many refused to send their children to the kitchens, but they soon got over the prejudice. I think the numbers in kitchens eventually worked up to the numbers formerly on cash doles.

Did the workers object to send their children to the kitchens?—Yes, in the beginning.

Did they get over it?—Yes.

All castes?—Yes.

Did the percentage go up in the kitchens to what it was when you paid cash?—Yes; but I could not get figures. When the kitchens were introduced non-working children fell off, but when they lost fear of the kitchens, they returned and the numbers rose.

Do you think when you pay them in cash the parents don't feed the children?—I think they fed them pretty fairly.

Did the condition of the children improve after you had opened the kitchens?—I think so.

Was the cost of rations greater than that of the grain allowance?—I cannot say.

Did you work in your district according to the Code?—No, we did not strictly follow the Code; from the beginning we started "individual tasking," which is a departure from the Code; they should have arranged the gang according to task and then fined them.

Was the task set to the individual or the gang?—On road-metal work it was set to the gang.

This was not followed on earth-work?—No; I did not see this system followed on the earth-work.

Was a task prescribed?—Yes.

On metal-work they had a different kind of task?—Yes.

Was the establishment sufficient?—No, quite insufficient.

Was there a great rush on the works?—Yes; I think there was a rush.

You propose to class as non-working children all under 10 years of age?—Yes; I would make that an absolute rule.

Are you in favour of fining according to the work "unfinished"?—In the beginning of the famine we should be very strict and fine down exactly to the amount of work done; although the practice has been the other way.

Do you agree in the classification proposed by Mr. Higham?—I have not gone into it, but I think it is good; under it there will be only two classes, the carriers and diggers.

What about the D wage?—I think it suits.

Even if you fine?—Yes; if the fine is not large.

You think the people would do better work if you are strict?—Yes.

Were any large reservoirs constructed?—Yes. We had one at Kaparvadi and another at Maladevi, and another at Bijapur.

Are they finished?—Kaparvadi is half finished; Maladevi and Bijapur barely well begun.

Did you draft people to these works?—Yes.

Do you think that many left the works on account of this drafting?—Yes.

Do you think they would have held on but for this drafting?—I cannot say.

I suppose these tank works will now remain unfinished till the next famine?—Kaparvadi will be finished soon. I do not think the other tanks will be finished.

Then this is so much labour thrown away?—Yes, in one sense; but I do not think it is money thrown away if you had to employ labour.

At the next famine would you commence this work at once?—Yes.

You can employ a great many on them?—Yes.

Did you find that the people made no difficulty in going 30 or 40 miles?—I cannot say; I found in many cases they objected to leave their villages; they preferred to stay where they were.

You drew a number of labourers to your large works?—Yes, but we found it difficult to draft to large works unless we closed the original small works to all comers.

What do you mean by drafting?—Well, we turned them off from the small works and told them to go to the big works.

Did you give them any assistance for the journey?—Sometimes we did. But on the Kaparvadi tank we had no trouble; they went by stages.

You consider all workers should reside in the camps?—I think so; if you want the Code to be strictly carried out, they must reside on the works.

Did you make any special exemptions about residing in the camps?—No; but the people who wanted to go home did go.

Did you put Police on?—No; those who were absent had their day's pay cut.

You mean that if they were absent in the night, you counted that as a day's absence?—Yes.

Did you ever apply the distance test in addition to making residence compulsory?—I do not think the distance test was applied. In only one case it was applied by a subordinate, but he was told not to enforce it. It was on the Kaparvadi tank.

Do you think they will come to the works, however hard you might be, if you are close to the village?—I think so, but in that case they always work well.

Did you introduce the system of requiring permits?—No; the Civil officer took all who came. He took down their names and kept a register.

Had you *chalans*?—No. The special Civil officer sent the list of names to the village officers from where the people were supposed to have come.

(*Mr. Holderness.*)—After you left Ahmednagar, did you see some piece-work in the Sholapur District?—Yes, and it seemed to work satisfactorily.

How many; were there as many as 4,000 workers?—Yes.

Were men, women and children there?—Yes, they were all ordinary labourers and not professionals.

Was any work done by children?—Although I do not know, I can tell you that there were a fair number of children there. I do not know whether they worked to the same degree; but there were a fairly large number in the camp.

As regards those who were at home, would they be supported by the workmen out of their wages?—Yes.

Were they an ordinary class of people or professionals?—They were an ordinary class of people.

Did they earn a fair wage?—Some of them did actually better than others; some of them could earn more than A class wages.

With an addition for children?—Exactly.

Do you think that these people wanted relief?—I think so.

Do you think that on that system the ordinary agricultural labourers could earn a subsistence wage?—I have not gone into all these questions, but I should think they could have no difficulty; but it is a question more for the Engineer.

Did you see any people in bad condition?—No; they were all in good condition.

Do you think that these piece-work operations are sufficient for the district?—I think they are just now; but in another month we shall require more work.

In case the distress gets worse, do you think the works on the piece-work system would be sufficient?—I should be very much inclined to give them a trial.

In the earlier part of the distress in Ahmednagar how many works had you?—There were, I think, about between 15 to 20 works. On some of them there was more than one camp, perhaps from eight to twelve miles apart.

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When did you begin to concentrate?—We began concentrating before the rains. Before the rains works were pretty well scattered all over the district. Then we began to reduce their number and to concentrate in May.

Do you think that this pressed hard on the people?—No; I do not think so.

We are told that in Bijapur owing to the concentration of work people were obliged to go back to the old works in consequence of the distress that ensued. Had you any similar cases?—I can only remember one work that had been closed, and which was opened afterwards, about July.

Was any distress brought about in consequence of this concentration of work?—I do not know whether anything can be attributed to that.

Were there any special difficulties of hutting in the rains?—There were no special difficulties.

It was said that in the rains the hutting had made the people very uncomfortable?—I do not remember that such was the case.

Do you say that the people dislike to go to long distances? Do you think that their dislike was reasonable?—I think it was very reasonable; they would be more willing to work at home.

I believe that the people of the Deccan are accustomed to go to long distances?—Yes; and they are doing so at this moment.

Out of their district?—Yes.

What classes are they?—Labourers; low castes.

In the case of those who have got cattle, is it very hard on them to go to camps at long distances?—I do not know if they could keep their cattle.

It has been suggested that for those who remained in the villages to look after the cultivators' cattle, it would be necessary to have small works nearer home; do you think any such thing is necessary?—No; I do not think so. In that case there would be such an enormous number of small works all over the country that they would require an enormous establishment to look after them. You would have to engage some responsible person to see that all the conditions are fulfilled.

Would not the Circle Inspector do so?—No; you should have a special agency to supervise the work.

I think the ordinary agency, viz., the Mamlatdar and the Assistant Collector, can do that?—Then you will have to increase the staff of Mamlatdars and Assistant Collectors.

I do not think you made advances in your district; did you?—Yes.

Had they the effect of giving the cultivators employment when they were at home?—Yes.

What was the result of these advances, how were they used?—Much was spent on the objects for which they were given; and some of the money was misappropriated in various ways.

What was the object chiefly for which they were given?—The principal object was the making of wells.

And what was the result of those advances?—Some people were extremely fortunate in striking water; but others suffered because they could not get water.

Did the people themselves spend a large amount of money in digging wells?—Yes, I estimate they spent 5½ lakhs.

Is well-sinking a very difficult task in Ahmednagar?—No, not difficult; but it is a very speculative operation.

Could they not ascertain by boring when they began in the first place, whether there was water within a reasonable depth?—Yes, they could.

Was there any attempt made to do that?—I have no knowledge that it was done. I think if they had boring operations and blasting operations they might get water.

Could Government help them in the matter?—I think the Local Board could.

(President.)—Have you seen any such experiments?—When I was in Sind I got the Local Board there to think of this project and make experimental borings.

Do you approve of advances as a form of relief?—Yes, very much.

(Mr. Monteath.)—With regard to the weavers did you make any special arrangements?—Some private individuals did, and some Missionaries in Ahmednagar did a very great deal in relieving the weavers.

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Was the question ever taken up?—No, not by Government officers. It was discussed, but no attempt was made to do anything special for the weavers.

Are there a large number of weavers in Ahmednagar?—Yes.

Were they very much hurt by the famine?—Yes; very much from hard times.

How did they obtain relief?—All went on the relief works, i.e., those who could not do anything better.

Do you think the relief work is a satisfactory form of relief for weavers?—I think it is; I saw no objection to it.

It is said that they injured their hands and could not do their work?—I cannot give any opinion as to whether they injured their hands; I do not know that it is so said.

Are you in favour of doing anything specially for the weavers?—I do not know if we ought to do anything special for them.

Did the finer classes of weavers go on to relief works?—No.

Did the Municipality help them?—No, not directly; some of the Municipal Commissioners, not on behalf of the Municipality but of the people, afforded relief.

Did they get any advances from Government?—No; they got Rs.2,000 from the Charitable Fund.

(Mr. Holderness.)—How did the recent famine compare with the old famine?—I have made some notes about that; perhaps, you will let me refer to them. I was an Assistant Collector in Ahmednagar in the famine of 1876-77. The following are some of the points of difference in the two famines:—

In 1876-77—

1. There was more distress and suffering.
2. There was less expenditure by Government.
3. The ordinary population was perceptibly smaller and there was an extraordinary emigration. In one taluka 30 per cent. had left by November 1876.
4. The local failure was more complete, but the failure in the neighbouring provinces was not so extensive.
5. Numbers of agriculturists were ruined. Numbers who emigrated did not return; large areas of land were forfeited for arrears, and mostly put into forests; the fear of this happening again had a considerable effect in making people pay the revenue in 1896-97.
6. Agriculturists in 1876-77 spent no money on land improvements.
7. Agriculturists were suffering severely from the burden of indebtedness. Witness the riots of 1875.

The experiences of this famine show that the agriculturists were in a much better position to stand the strain of famine than in 1876-77. The Deccan Agriculturists' Relief Act is, I think, a factor in producing this result by discouraging unnecessary borrowing and encouraging thrift. An argument of the opponents of the Act was that in future famines money-lenders would decline to make loans, and that agriculturists would be dependent entirely on Government. There was much talk during the 1896-97 famine about money-lenders refusing to lend. But, as a matter of fact, the Registration Returns show that lending and borrowing largely increased during the famine.

However there was less occasion to borrow than in 1876-77, for the bulk of the agriculturists were evidently better off. They paid nearly all the revenue and spent 5½ lakhs on agricultural improvements.

(Mr. Monteath.)—Do you think that they were not increasing their debts?—I do not think so.

Do you think they are fairly well off?—Yes; and if they had a good season, they would be able to pay what they borrowed in this famine.

(Dr. Richardson.)—Were medical arrangements sufficient when cholera was raging?—No, not always.

Was the District Medical officer able to look after his work; was he at the head-quarters?—He had very little work at the head-quarters; he was always on tour.

Was there much loss of life in the district?—There were two cases of starvation.

Mr. A. F. Woodburn. Was a good deal of the mortality due to hard times?—Some was, I suppose.

Did some of them die of cholera?—Yes, a considerable number of deaths were due to cholera.

2nd Mar. 1898. As a matter of fact was the ratio per thousand in your district 6·61 in 1896 and 5·66 in 1897?—I may say that the death-rate was very small, and had it not been for famine the death-rate would have been very small indeed.

I fancy that was due to the dryness of the season in the beginning of 1897?—Yes.

Did you have much fever?—Yes.

(Mr. Bose.)—Was there a large sale of jewels and cattle?—I cannot answer this question. I do not think there was a large sale.

Were the people's jewels much compared with 1876?—I cannot say.

There was a large sale of large quantities of gold in 1876-77, was it so now?—No.

(President.)—In Khandesh is the rainfall very heavy?—Yes.

Was it a practice to keep relief works open during the rains?—It was the practice in a part of the district.

Were people huddled there?—Yes.

Were the huts water-tight?—No; I do not suppose they were. I did not see them in the rains; some I did see and they were not water-tight.

Were the workers in non-water-tight huts open to much danger of sickness?—I do not think so. I have seen them in very heavy rain; they suffered little inconvenience. When I say that the huts were not water-tight, I do not mean to say that they did not keep a good deal of water out. They did not make the people uncomfortable because they were soon dried.

(Mr. Monteath.)—With respect to the wells which were started in your district, the level of the water was exceedingly low. Do you think it probable that if you bored deeper you would get more water?—I have seen many wells; indeed, as far as they have gone there is no hope of water.

What is your idea of recovering your advances?—I think that you will not be able to recover them all.

Do you think there is any economical way of relieving the agricultural classes by free advances?—I cannot think of any.

Do you think it is practicable to relieve the great bulk of the lower classes of cultivators and agricultural labourers in this way?—I have not considered that question. But I should think it would be rather difficult to relieve them all.

In Akola did you find it necessary to substitute the cash for the grain dole?—Yes.

Did you find that result, in any case, in increased expenditure?—I do not know. I did not go to Akola when the cash payment system was started.

What was the result of your endeavours to draft the people to large works?—We attempted to draft by rail from the north to the south of the district. But very few would go, so I turned them off the works. This was in September when I thought it safe to apply a test like that.

Did you find the system of the special Civil officers of much use?—Yes. I think it worked very well.

Do you agree with Mr. Higham that these men should be directly under the officer in charge of the work?—Yes.

(President.)—Supposing the officer in charge was not there?—Then the Assistant Collector who went to see the work should write in the Visitors' Book what he saw there.

(Mr. Monteath.)—What strikes me is this. Suppose the Assistant Collector goes to a work at 9 o'clock in the morning and finds something manifestly wrong. He asks the officer in charge to put it right; the latter would not issue his order; then the Assistant Collector should report the matter to the Collector and the Collector should write to the Engineer to put it right. Under these circumstances if the Assistant Collector were to issue a small order a good deal of correspondence would be saved?—It is a difficult matter. I agree that officers in the position of the Collector and the Assistant Collector ought to put right things that are evidently wrong; but then there is the danger that they might issue orders which are wrong in themselves.

Would they exercise general supervision?—Yes.

Were people kept away by the introduction of the kitchen system?—Not entirely; there were only a certain number of children who declined to go to the kitchens.

Were kitchens really at a long distance?—In some works the rule was not strictly carried out that all the children should be kept apart. When the cash system was in progress the children were allowed much more freedom.

Mr. J. W. A. Weir, Acting Collector, Sholapur, called in and examined.

I put in a written statement of evidence.

Mr. J. W. A. Weir.

2nd Mar. 1898.

(a) DEPARTURES FROM THE PRESCRIPTIONS OF THE BOMBAY FAMINE CODE WHICH HAVE OCCURRED DURING THE RECENT FAMINE.

Opinion.

1. Sections 19 (a) and 46 (3).—*Special relief officers not employed.* Relief officers not required in this district.

2. Section 50 (b).—*The Relief Mamlatdars' cash advance was in practice Rs 500.* This was necessary in consequence of the failure to follow section 59 (a).

3. *The provisions of section 51 (c) not carried out.*—Those who needed relief and were able to work went to relief works without tickets of admission of their own accord and received no payments. If the works had been at a distance the omission to comply with these provisions would have produced serious results.

4. Section 55.—*Municipal organization and establishment not generally utilised to the fullest extent.* The Barsi, Karmala and Pandharpur Municipal organizations were utilised with advantage and success.

5. Section 59 (a).—*In practice the Relief Mamlatdar was substituted for the Mamlatdar.* In practice, I think, this was a mistake, as (I) it required the presence of the Relief Mamlatdar at the taluka head-quarters once a week and so broke his tour and wasted his time; (II) it involved delay in making payments of bills and caused inconvenience to grain-dealers. I make further remarks on this point under (c).

6. Section 61 was not utilised as no poor-houses available. The necessity for opening poor-houses did not arise.

7. Section 69 (I).—*Persons applying for employment on a relief work were not received unless they produced a certificate from the village officers of their village that they needed relief.* The certificate system was in my humble estimation not satisfactory, because (I) certificates offered no real proof of necessity of relief or of residence. (II) They were obtainable on payment of small sums to the village officers. (III) They were no real check on numbers and only placed power in the hands of the village officers. On the other hand, with the Public Works Department undermanned and unequal to exacting the task from the over-powering and constantly swelling numbers of relief workers, it was necessary to place some obstacle in the way of applicants; the cases in which hardship was engendered were comparatively rare and not permanent; in more severe distress such a system would have been extremely dangerous.

(2) *Distance test applied for a short time but against the orders of Government.* The distance test, if it did little good, did no harm; it was only one of ten miles. Relief workers have not the least objection even though they may be well-off to seek work at a distance from their homes, provided that the distance permits of their returning to their homes on Sundays and holidays to see how their homes, fields or old dependants, as the case may be, are faring. The test is also very easily evaded by giving as residence a false village, and producing, if necessary, forged or false certificates of residence.

(3) *Persons drafted to work at a distance from their homes who refused to go, and subsequently applied for work were not received.* There was, I think, nothing improper in this, but the practice was a source of tremendous worry and trouble on relief works.

8. *Section 74.—Treatment of nursing mothers.* Nursing mothers at first were not required to work and received the allowances of adult males of class A, without any allowance for the child, but subsequently by Government Resolution No. 1578-Fam., dated 19th August 1897, it was ordered that nursing mothers who might be dependants of workers and women who, although not dependants of workers on the works were delivered of children, should receive rations of cooked food from the kitchens, with the exception that the benefit of section 74 should be given to any nursing mother to whom it was not considered desirable to give the cooked food. This order did not lead to any hardship.

9. *Section 82.—Payments were made weekly.* The system does cause inconvenience and hardship to the workers. They have it is true credit with the grain-dealers, but many have to pledge their pots and pans and all have to pay more for their food.

10. *Section 84.—The provisions of both portions of this section not followed.* This in practice caused some hardship, but the hardship was minimised either by grants, where the applicants were actually destitute, from Indian Famine Charitable Relief Fund or by making private arrangements with the camp grain-dealers by which they supplied such persons with grain on credit.

11. *Section 90.—Special Civil officers were not Magistrates with summary powers.* Magistrates not necessary.

12. *Section 92 (a).—The provisions of this section were not followed so far as relief of applicants until admission to work.* This was a source of hardship occasionally; it was removed by charity and private arrangements.

13. *Section 95.—The provisions of this section not followed.* Never missed.

14. *Chapter VIII not applied. Section 125 not followed.* The necessity for poor-houses did not arise.

The Kitchens.

15. *Section 126 not strictly followed. Non-working children without teeth in both jaws received cash payments. The non-working children fed in kitchens were divided into classes and received different rations.* It was found extremely difficult to work Chapter IX at all. We could not possibly have taken care of the children in arms with one nurse to 30 children, even if the parents would have let us have them. It was found necessary consequently to only feed in kitchens children with teeth in both jaws. In practice also, on long straggling road works it was found impossible to collect and feed all the kitchen children in one place; the system of travelling kitchens with arrangements to keep the children apart from the workers was introduced and worked most successfully. The condition of the children fed in kitchens showed decided improvements, but the bigger children required more food than the smaller; it therefore became necessary to differentiate in the rations.

16. *Section 130.—Shelter from the sun and rain during day-time not provided.* Occasionally hardship was caused to the children, but frequently even when shelters were provided, they were not used.

17. *Section 150 not worked.* As a matter of fact no harm resulted, as *parda nashin* women in this district would not possibly accept relief on such terms; they were given gratuitous relief at their homes.

18. *Section 151 (a) amended.* A separate note will be submitted hereafter.

(b) THE DEGREE OF SUCCESS WHICH HAS ATTENDED THE MEASURES ADOPTED, CONSIDERED PRIMARILY WITH REGARD TO THE RELIEF OF DISTRESS AND THE SAVING OF HUMAN LIFE.

1. Fortunately relief works and the distribution of gratuitous relief were opened before those in need of relief had shown serious deterioration in condition. The condition of those on relief works continued not only satisfactory, but in many cases, especially in the case of the kitchen-fed children, showed a distinct improvement after their arrival on relief works. Mortality amongst those on relief works was slightly higher than amongst the general population. The outbreak of cholera in July on the relief works was not exceptional, as it occurs every year. The mortality among young children on relief works was higher than amongst older persons. Summer diarrhoea carried off a number of children. The very young children at the breasts also suffered from

their mothers not having sufficient nutriment and showed signs of deterioration. The condition of those in receipt of gratuitous relief was not so satisfactory as that of those on relief works. This was partly natural, as the majority of those in receipt of gratuitous relief were decrepit persons already enfeebled by age and disease who had been marked for death before the famine began. It was also partly due to the fact that doles intended for one or two were pooled and distributed by the recipients themselves amongst others for whom it was not intended. The number of those who got relief, who ought not, were frequently few. The village officers naturally tried to get their friends or dependants on the dole, but where they succeeded it was not for long. On the contrary, the tendency in my charge was to put too few on the dole. The Inspectors were either too lazy to make proper enquiries, or were too timid to put on fresh names. This part of the work was practically left to the Relief Mamaltdar and myself. Of speculation in the distribution of relief I have found only a single instance. The success of the tagai system is beyond doubt: the loans did great good, not only in increasing the area of garden land and in protecting the already existing garden land, but in providing at slack times work for a number of persons who either could not or would not leave their villages, or who would have otherwise sought relief works. In regard to cattle alone did the famine greatly prevail: 40 per cent. of the plough cattle in the district are estimated to have disappeared. The demoralizing feature of the relief operations must, on the other hand, be set off against the successes. Even well-to-do persons did not scruple to avail themselves of the relief works, or to attempt to do so with regard to gratuitous relief. I have seen Marathas coming on to relief works in bullock carts with stores of grain and baggage. This was no doubt due in part to the favourable terms of the work, but there were comparatively well-to-do persons, who, however unfavourable the terms of the work might have been, would have come on to the works; they appeared overpowered by the fever and excitement of the times; they seemed to feel that they must get a share of whatever was going. On the other hand, I have seen instances of Marathas and low castes in real want refusing assistance of any kind. It is also to be noted that those who refused to be drafted to works at a distance from their homes suffered considerably. They were in real want, and were found subsequently in their villages failing in condition and feeding on *pepal* berries pounded and mixed with a very small quantity of flour, or eating half meals instead of whole meals. It may be said that these people could have gone to the relief works where they were sent, but towards the approach of the monsoon for many of these people to leave the neighbourhood of their lands would have been to invite prolongation of their distress.

2. *In regard to economy.*—The working of small works under Civil agency was, so far as the exaction of the task is concerned, a failure. The relief afforded by these works was practically gratuitous relief to the able-bodied. This was owing to the absence of tools and establishment; the majority of those who flocked to the works sat down and did little or no work.

3. *Large Relief Works.*—With regard to the establishment on large relief works, I am humbly of opinion that the establishment in all but the very subordinate branches might with advantage have consisted of more officers of higher standing and pay. If the performance of the task is to be the test of need of relief, the application of this test must be rigid. Any expenditure, however large, to secure this result would produce not only much eventual saving to Government, which has in default of this test to employ the very expensive test of compulsory residence in camps, but would check the inevitable demoralization which results when the test is not enforced. For some time on the works with which I was personally connected, the task could not be and was not enforced owing to the absence of adequate organization and the necessary lax supervision. The system of dual control on large relief works is also, I think, the reverse of economical: where the Revenue Department has to make separate arrangements for water, camps, kitchens, a separate supervising agency is necessary in addition to that already employed on works. There is also, I think, room for economy in the wages paid to relief workers.

4. I do not understand that it is the object of famine relief works to enable workers to make savings. Yet I know many instances of relief workers with moderate families who were able to save money from their wages. In one case an old widow with a working child on the Poona-Hyderabad Road relief work had saved Rs4 out of the earnings of herself and child in seven months. In another instance the head of a Maratha family consisting of two adults, one

Mr. J. W.
A. Weir.

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1898.

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 working child, and one non-working child, admitted to me, after the close of relief works, that they had provided themselves with a complete outfit of clothing in addition to their food. But the presence of butchers' shops and shops where sweets, pan, tobacco and various luxuries were sold on relief camps, is an indication that the inhabitants of the camps had money to spend on such luxuries. I also know instances of portions of the Government assessment being paid out of the savings of the workers on the works. Even the minimum wage affords an ample subsistence for the male or female relief worker. I have known many instances where workers who were fined down to the minimum for short work, cheerfully accepted the minimum wage and threw on it. The amalgamated minimum wage of a large family provides a handsome surplus after paying for the livelihood of the family.

5. The tasks laid down in the table of standard tasks for ordinary earthwork are, I venture to think, too low for the district, and were, in my opinion, responsible in part for a large number of those on the works. The amount of work usually performed by able-bodied labourers accustomed to the kind of work required, is shown in the subjoined table:

Excavation only.

| | |
|-------------------------|-----------------|
| Black or red soil . . . | 180 cubic feet. |
| Soft Murum . . . | 150 do. |
| Average Murum . . . | 75 do. |
| Hard Murum . . . | 50 do. |

I have frequently seen labourers at the relief works in perfect health and strength to whom their task was but child's play. The number of road works in the district was also responsible in part for the high numbers on the works and was the reverse of economical.

6. The system of the distribution of cooked food to children not only effected a great improvement in the condition of the children, but also drove off the works a number of children who had no right to be on the works. The cost of the distribution of cooked food per head of person fed is no doubt comparatively high, but for the reasons given it is, in my opinion, really economical.

7. The number of persons in receipt of relief on relief works in this district was highest on 17th April last, and was as follows:—

| | |
|--------------------------------|----------------|
| Men | 30,055 |
| Women | 38,016 |
| Children | 22,710 |
| Dependants | 168 |
| Non-working children | 29,678 |
| TOTAL | 120,627 |

This number gives a percentage of 16 to the total population of the district according to the last census, but it must be remembered that the numbers on relief works in this district were considerably added to by persons from outside the district.

8. The numbers in receipt of gratuitous relief on the above date were—

| | |
|------------------------|--------------|
| Men | 3,926 |
| Women | 2,164 |
| Children | 1,109 |
| TOTAL | 7,199 |

This figure gives percentages of '96 on the population according to the last census, and 5·9 on the numbers on relief works.

The highest number in receipt of charity in this district in the previous famine was 20,158. This was on the 22nd September 1897.

The number of persons in receipt of gratuitous relief in villages was highest on the 11th September 1897, viz.:—

| | |
|------------------------|---------------|
| Men | 6,136 |
| Women | 5,722 |
| Children | 3,931 |
| TOTAL | 15,789 |

This number (15,789) gives a percentage of 2·1 to the population of the whole district, and a percentage of 14·4 to the numbers on relief works on the same date. It must be noted that the above number includes 2,769 village servants. It may be incidentally noted in this connection that on the

11th September the numbers on relief works had fallen to 109,874.

9. A comparison of these percentages with those attained in the famine of 1876-77, would, I think, be misleading. In the first place, in that famine great numbers of those in need of relief in this district went to the Mhaswad Tank relief work in the Satara and Nira Canal work in the Poona District. The strike of January 1877 was an abnormal feature in the previous famine. In the famine of 1876-77 the migration was much more extensive. In the famine under discussion, although considerable numbers from this district did migrate, they soon found that the districts they migrated to, were almost as bad as their own and returned. The highest number relieved in the famine of 1876-77, according to the Famine History, was 99,619 or 13·8 per cent. of the total population.

10. The cost of total relief per head of the affected population works out to R5·7, while the cost per head of workers on relief works comes to 12 annas per head. The cost per head of person relieved by gratuitous relief comes to about one anna 5 pies per head.

11. With regard to the character of relief works in this district their economical value has for the most part been low. The road improvement and metal works have, in my humble opinion, been a source of great waste to the State.

(c). ADVICE AS TO THE MEASURES AND METHODS OF WORKING WHICH SEEM LIKELY TO PROVE MOST EFFECTIVE IN FUTURE.

12. I have already indicated my opinion as to the rates of wages and the standard tasks. The existing system of classification is also, I think, unsatisfactory. In the scurry and worry on a relief work it is impossible to adjudge except by guess and a large faith in the doubtful word of the worker, to which class the worker properly belongs. The system of classification leads to a large amount of fraud on the part of the gang clerks, maistris, etc. The cost of bare living, which is the one and only factor, as I understand, the State is concerned with in providing relief works, is the same for all those who come on to relief works. I think it is anomalous that the Mahar A class worker, who avails himself of the flesh of dead animals and all manner of abominations, should be in a position to earn daily more than the B class Maratha accustomed to a higher and more costly mode of living. It would be impossible in practice to make the A class labourer do his A class task for the same wage as the D class labourer. With due deference to the opinion of a high expert as Mr. Higham is, I think that the classification system proposed in his notes presumes a greater honesty and capacity than exist in the gang clerks with whom, after all, the classification rests: it leaves loopholes for favouritism and fraud: under the proposed classification workers able and ready to do Y class work can be relegated to class Z by a crafty subordinate. The classification in question also does not take account of the practice of the working classes to take turns at the various kinds of work. In working the classification in this district there would frequently not have been enough workers in class Y to employ all those in class Z: the necessary selection of workers out of class Z to work in class Y would have given rise not only to endless wranglings, but would have allowed the clerks and makadams opportunities of making illegal exactions from the workers.

13. I am aware that by allowing the worker the option of earning an extra wage, an outturn of relatively increased value is obtained; but this factor is comparatively small in extent as it must be with the majority of the workers in the lowest class. My experience is that relief workers as a rule do as little as they can possibly help, and that the option of earning an extra wage is with the majority powerless. In this district the guiding principle of the relief worker is that Government is bound to fill his stomach, no matter how little work he may do, and he acts up to this principle. I would recommend the reversion to the system in use in this Presidency in the last famine of treating all adult relief workers as able-bodied or weakly and treating the latter specially.

14. In this connection, I would point out that in the case of the puny and miserable famine children, the present kitchen ration is unsuitable and inadequate. There is not a separate hospital or medical officer in every relief camp: the parents will not and cannot bring such children to the hospital when there is one: even when they do they are exceptionally granted extra diet. In the recent famine these children were supplied with extra comforts in the shape of milk, rice, etc., out of the Indian Famine Charitable Relief Fund. I would suggest that medical officers or the special

Civil officer in charge of kitchens or officer in charge of the kitchen should be authorized to issue extra comforts such as milk and rice to famine children. The dependant pregnant woman, who is now fed in the kitchen, also I think requires more generous treatment than she at present receives. She as a rule prefers at present to work up to the end of the last month and earn what she can, with the result that frequently she loses condition and is unable to provide her child sufficient nutriment.

15. *With regard to children.*—I am of opinion that, as in ordinary times, the working classes treat children under 12 as unfit to associate with ordinary labourers in their labours, and reserve them for herding and light jobs, and as the children on relief works do little or no work or else over-tax their strength by doing too much, children under 12 should in my opinion be given a suitable ration in the kitchens where the services of such children could be easily utilized in acting as attendants on the younger children or in distributing food or helping generally, and thus render feasible a reduction in the kitchen servants, attendants and nurses.

16. I would also suggest that the musters should show at the foot, as in Madras, the task to be done by the gangs, the work actually done and the amount of fines. Under the present system the measurement books when wanted were seldom with the makadams, and it was always a matter of difficulty to check measurements. Too great stress cannot be laid, I think, on the value of measurements and tasking. With this view, I would advocate the employment on relief works on the Public Works Department side of a more ample staff of officers of superior status, who should confine themselves to this work. I have frequently seen measurements made by clerks and checked intermittently by a temporary maistri whenever he could spare time from other pressing duties. In this way the large power of fining virtually in such cases rested with the clerks, in whose honesty the workers have a far from robust trust. They consequently do not attempt to improve in their work, but adopt other means of escaping fines. It is manifestly in the interest of efficiency that the fining should be done fairly and with discrimination and not wholesale by inferior subordinates. In this same connection I would advocate the utilization of the alternative method of punishment laid down in section 87B of the Code of sending contumacious characters to poor-houses.

17. *With regard to the suitability of piece-work.*—From what I personally saw of the working of the system in Bengal, I am strongly of opinion that it might have been employed in this district with great advantage; it is necessary, however, to have a properly prepared system and to either have special rates for the weaklings or inefficient, or to employ them on a separate task-work. I would, however, point out that in the North-Western Provinces it has been found in practice that to properly work the piece-work system requires a much larger staff than the ordinary Code system. On the introduction of the piece-work system on the Hyderabad road in this district in October last, all the workers except a few professional labourers left the work. This was due partly, I believe, to insufficient protection having been given to the inefficient and partly to the scare of plague, two deaths having occurred on the works, and partly to the fact that the majority of those on the works were able to get work on easier and more favourable terms at their homes. Similar results were found on the introduction of the piece-work system on the Pathri and Mangi relief works.

18. I have already indicated my opinion that the entire working of the relief works and camps should, as in Bengal and the North-Western Division, be entrusted to the Public Works Department under the Collector. The special Civil officer should be a Revenue officer of the same standing as he has generally been, and should be invested with magisterial powers, but should be under the orders of the Public Works Department, and in addition to his present duties he might make payments.

19. *With regard to small works.*—There is no reason why with a sufficient notice and proper pre-arrangements small works should not be successfully carried out in this district under Civil Agency. In Bengal the Civil Agency small works were most successfully managed. It is in my opinion most desirable on the approach of the rains to open a small number of small village tank works under Civil Agency, when the workers should be brought as near to their homes as possible to enable them to take advantage of the first opportunities of obtaining private labour or of benefiting by the rainfall. If the tasks were high and properly exacted there would, I think, be no likelihood of workers remaining on the works when the need for relief had disappeared; but

even if this condition did arise, the works could be closed. In the case of such small Civil Agency works a lower rate of wage might be given, as when workers are near their homes, they can obtain firewood and other supplementary articles more readily.

Gratuitous Relief.

20. I would suggest that a discretion be allowed in the Code to distribute cooked food from central kitchens to all at present eligible for the dole excepting:—

I.—Those who were physically disabled from reaching kitchens.

II.—Respectable persons specially exempted.

I found the system working with advantage in Bengal and the Central Provinces. One of the great advantages of the use of the system in this district would be that the actual persons on the dole would receive all the relief and not share it with others. Another advantage would be that only those really in need of relief would accept it. The Central Provinces kitchens under police supervision attracted my admiration and might be imitated with advantage. I would also advocate the recognition in the Code of the system of weekly distribution of doles from centres. In this district there are many villages where there is no grain-dealer, where the village accountants have charge of several villages, occasionally as many as five. The village patils are generally illiterate: in such villages the dole was in fact distributed weekly or bi-weekly. The difficulty of obtaining bills from the villages punctually was also felt and in consequence the grain-dealers were not paid as quickly as they wished. They naturally were unwilling to provide the dole materials. By the introduction of the central dole system, these difficulties would disappear. The distance test thus brought in would not be severe, and would have, I believe, little force. As a matter of fact, in ordinary times beggars travel great distances daily to collect their doles. This system also I saw working successfully in Bengal with exactly the same classes of persons that are on our doles.

21. I would suggest the introduction into the Appendix of a dole register form as follows:—

Village.

| No. | Name. | Caste. | Age. | Why eligible. | ADMITTED. | | CAUSES OF REMOVAL. | |
|-----|-------|--------|------|---------------|-----------|------------|--------------------|------------|
| | | | | | Date. | Signature. | Date. | Signature. |
| | | | | | | | | |
| | | | | | | | | |
| | | | | | | | | |

In inspecting village doles I have frequently found it very difficult to ascertain why and by whom and when persons have been placed on the dole, and why or by whom or when persons have been removed: persons intended to be on the dole for a short time escaped notice and continued to receive the dole after the fixed time expired.

(d).—OTHER RECOMMENDATIONS OR OPINIONS THOUGHT TO BE USEFUL IN FUTURE FAMINES.

22. The necessity for a superior class of Circle Inspectors is, I think, worthy of note: the temporary hands employed on this duty were not of sufficiently high status or intelligence to perform the duties allotted to them by the Code. I would rather have had superior men with much larger circles.

23. I would submit for consideration the question whether the sub-divisional officer in this Presidency might not be utilized to relieve the Collector of a greater portion of the burden of the administration of famine relief. At present according to my experience the sub-divisional officer confines himself mainly to performing the duties assigned by the Code to a special Civil officer: he is almost entirely an inspecting officer: he has no control over famine expenditure of any kind within his charge. No return of numbers on works or gratuitous relief ever reach him except indirectly. In every other province the position of the sub-divisional officer is entirely different. In Bengal, for example, the sub-divisional officer, as far as the sub-division is concerned,

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Mr. J. W. A. Weir. is "subject to the control of the district officer, responsible for the performance of the duties laid down for the Commissioner and district officers within their respective jurisdiction." He has a sub-allotment for famine expenditure which he disburses direct; returns of numbers on relief of all kinds are sent to him: he submits fortnightly reports to Government: he opens, with previous sanction, relief works.

2nd Mar.
1898.

Note on the question of the provision of relief to weavers in their own craft in the Sholapur District.

I. A large proportion of the weavers in this district are to be found in the Sholapur city where the majority of the inhabitants live by the weaving and cognate industries. In the Sholapur city there are in ordinary non-famine times close upon 7,297 looms at work. The weavers who work on these looms are either Salis, Padam Salis, Memons or Mussalmans. A large proportion of the weavers consists of non-British subjects from Gulburga and other places in His Highness the Nizam's Territories, who come to Sholapur for work for various periods, short and long; a large number of these receive advances from Sowkars, for whom they are then bound to work either on their own looms or those of the Sowkars, who pay them bare subsistence wages, crediting them with any extra money they may earn. It is needless to say that the weavers of this class seldom if ever get out of the Sowkar's debt; the usual process is for them to fly, and their sureties to bear the consequences. The remainder of these temporary inhabitants usually work by the piece for other loom-owning weavers; they earn good wages and return to their homes either when they have saved a little or when they are supplanted by more vigorous and better new-comers. The permanent inhabitants were themselves originally foreigners also; the majority own looms varying in number from two to five; a few have large factories containing from 25 to 150 looms. When the pinch of the recent famine began to be felt in the Sholapur city, there was a heavy exodus of the Sali and Mussalman foreign weavers back to the country round Gulburga where the crops were said to have been excellent and the industry comparatively flourished. The Sowkar weavers thus lost considerable sums owing to their advances being irretrievably lost. A large number of the poorer permanent resident weavers also migrated to His Highness the Nizam's Territory. About one-fourth, it is estimated, of the total weaver population remained.

II. Although personally I am fond of the Sholapur Sali, I am compelled to admit that the most common feature of his character is his human proneness to fall into vice of all kinds; his fondness for spirituous liquors is only equalled by his passion for gambling; his improvidence is beyond expression; he is carnivorous and lives up to every pie of his income; he is usually polygamous and blest with very numerous families. A large proportion of the weavers, both Sali and Mussalman, are permanently sunk in poverty; their habitations are mean grass-roofed hovels, overcrowded and squalid to a degree. Almost all the looms in the city are employed in making saris and bodice cloth of various qualities which are exported to other parts of the Presidency and the Central Provinces.

III. In the district outside Sholapur city, there are, it is roughly estimated, about 500 looms at work in ordinary times. The weaving centres are numerous and are to be found almost all over the district, but chiefly in the Madha taluka. The most notable weaving villages are:—

Madha taluka.—Mohol, Narkhed, Madha, Kurul, Saul, Venegaon, Angar, Ujui, Pimpal, Kunthe, Kurdu, Mhaisgaon, Saptue, Uplai, Patkul Asthi, Pimpalner.

Karmala taluka.—Karmala, Tembhurni, Rople, Kem, Jeur, Shirole and Deolali.

Barsi taluka.—Barsi, Gulpoli, Vairag, Koregaon, Pangaon.

Malshiras taluka.—Malshiras, Natepute, Akluj, Velapur, Phondshiras, Kalamwadi, Maloli, Tandulwadi, Tondle Bondle.

Pandharpur taluka.—Pandharpur, Tarapur, Bhalwani, Karkamb, Kasegaon, Puluji, Karti.

Sangola taluka.—Sangola, Nazre, Javale and Gherdi.

Sholapur taluka.—Sholapur, Begampur, Valsang, Ahirwadi, Mardi, Mandrup, Salgar.

IV. The weavers in the district outside the city are mostly Hindu Koshtis with a sprinkling of Salis and Momins or Mussalmans. They are to be distinguished from their Sali brethren in the city by their comparative sobriety, superior

condition and virtuousness. Many are frequently to be found owning a little land, and in many cases own their own houses which are substantial and well built. The Koshti, as a rule, eats no flesh and is looked up to by his fellow villagers. Their earnings in ordinary years are fair, but their savings are usually swallowed up in marriage and funeral expenses. A large number of the Koshtis are permanently in the hands of the Sowkars. The weavers to a considerable degree work for middlemen who export their goods to other districts, but there is a considerable local demand also for the articles they manufacture. These are, in addition to saris, cholies (bodices), coarse cotton cloth, checked and striped coloured clothes, and pasodis (coarse cotton sheets).

V. It will next be useful to examine what has happened to the weavers generally in the recent famine. For the weaver inhabitants of the Sholapur city, a special relief work was provided in the earthwork excavation and repairs of the Ekruk Tank Canal. The numbers on this work never at any time represented the true numbers of those in need of relief. The following figures are interesting in this connection:—

| Week ending | SHOLAPUR-HYDERABAD ROAD. | | EKruk TANK CANALS. | |
|--------------------------|--|-------------------------------------|--|-------------------------------------|
| | Average daily attendance of workers, including non-working children. | Percentage of non-working children. | Average daily attendance of workers, including non-working children. | Percentage of non-working children. |
| 23rd January 1897 . . . | 1,680 | 35.3 | 943 | 43.2 |
| 30th ditto . . . | 1,609 | 37.9 | 1,265 | 49.3 |
| 6th February 1897 . . . | 1,759 | 39.2 | 1,611 | 53.7 |
| 13th ditto . . . | 1,849 | 37.5 | 2,049 | 58.5 |
| 20th ditto . . . | 1,995 | 35.4 | 2,461 | 60.4 |
| 27th ditto . . . | 1,919 | 37.7 | 2,494 | 59.4 |
| 6th March 1897 . . . | 1,790 | 33.7 | 1,628 | 45.1 |
| 13th ditto . . . | 1,916 | 31.9 | 2,943 | 43.7 |
| 20th ditto . . . | 1,867 | 33.5 | 3,747 | 49.3 |
| 27th ditto . . . | 1,592 | 35.3 | 3,871 | 45.3 |
| 3rd April 1897 . . . | 1,775 | 31.1 | 3,963 | 47.9 |
| 10th ditto . . . | 1,575 | 36.2 | 3,232 | 21.1 |
| 17th ditto . . . | 1,767 | 43.4 | 2,298 | 8.3 |
| 24th ditto . . . | 1,968 | 43.8 | 1,641 | 8.3 |
| 1st May 1897 . . . | 2,083 | 44 | 1,045 | 22.2 |
| 8th ditto . . . | 2,195 | 46 | 865 | 22 |
| 15th ditto . . . | 2,305 | 43.9 | 833 | 20.9 |
| 22nd ditto . . . | 2,382 | 43.5 | 759 | 22.6 |
| 29th ditto . . . | 2,375 | 38.8 | 773 | 22.3 |
| 5th June 1897 . . . | 2,252 | 40.6 | 777 | 24.3 |
| 12th ditto . . . | 2,251 | 40.1 | 751 | 22.4 |
| 19th ditto . . . | 2,110 | 38.9 | 573 | 22.9 |
| 26th ditto . . . | 2,073 | 38.6 | 717 | 20.1 |
| 3rd July 1897 . . . | 2,012 | 37.4 | 753 | 21.6 |
| 10th ditto . . . | 2,104 | 36.4 | 771 | 22.6 |
| 17th ditto . . . | 2,540 | 36.4 | 1,194 | 22 |
| 24th ditto . . . | 3,280 | 37.8 | 1,724 | 20.6 |
| 31st ditto . . . | 3,830 | 27 | 2,321 | 18.1 |
| 7th August 1897 . . . | 3,959 | 28.4 | 2,073 | 20.2 |
| 14th ditto . . . | 4,240 | 25.1 | 2,371 | 15.8 |
| 21st ditto . . . | 5,075 | 27.3 | 2,567 | 17.6 |
| 28th ditto . . . | 6,172 | 24.6 | 3,069 | 17.1 |
| 4th September 1897 . . . | 7,443 | 23.9 | 3,941 | 17.9 |
| 11th ditto . . . | 8,129 | 22.7 | 3,983 | 17.6 |
| 18th ditto . . . | 8,013 | 22.4 | 3,211 | 16.9 |
| 25th ditto . . . | 8,024 | 21.7 | 3,235 | 16.9 |
| 2nd October 1897 . . . | 7,922 | 19.9 | 3,113 | 16.2 |
| 9th ditto . . . | 6,094 | 28.1 | 2,736 | 18 |
| 16th ditto . . . | 4,713 | 21.1 | 2,188 | 16.7 |
| 23rd ditto . . . | 359 | 20.6 | 1,639 | 17.1 |
| 30th ditto . . . | 133 | ... | 917 | 20 |
| 6th November 1897 . . . | 86 | ... | 670 | 15.8 |
| 13th ditto . . . | 86 | ... | 643 | 12.3 |

It will be observed that during the hot weather the numbers on the Ekruk Tank Canal work decreased considerably in contrast with the numbers on the neighbouring Sholapur-Hyderabad Road relief work, which showed marked increases.

VI. The Sholapur Municipal weaving shed supplied a very limited number with work. Fortunately for the weavers

the relief afforded by the Government distribution of the doles and the Indian Famine Charitable Relief Fund was supplemented at the height of the famine to a very large extent by liberal private charity.

VII. The condition of those on this Ekruk Tank Canal relief work always afforded a marked contrast with the condition of the workers on other relief works. Instead of, like other workers, improving in condition after they had been on the work for some time, they remained stationary in condition with the exception that the condition of the children improved.

In the district outside Sholapur city, the weavers nowhere went on to relief works except in very trifling numbers. A small number of the distressed found employment for some time in a private relief experiment carried on by my wife and myself, a few were helped with gratuitous relief and by relief from the Indian Famine Charitable Relief Fund, but a large number migrated to the Nizam's Territory where there had been better crops; those who remained were reduced to great straits, and underwent considerable real suffering. They frequently pledged or sold their looms, their lands, houses, and everything of value to obtain the bare necessities of life.

VIII. It is superfluous for me to point out the hardships entailed in sending on relief works to work with pick and shovel a class of people unaccustomed to work out-of-doors who have never for the most part seen a pick or a shovel and who have never lifted heavy weights or performed any other kind of heavy manual labour. I may be permitted to point out that the weavers on ordinary relief works necessarily do little or no work and give no return for their wages. The total Public Works Department expenditure on the Ekruk Tank Canal work up to 15th January 1898, excluding Sunday wages and gratuitous relief, amounted to Rs58,693; the value of the work done will not, I am informed by the Executive Engineer, really exceed three annas in the rupee. In addition to the above expenditure Rs5,463 were expended on gratuitous relief to non-working children and dependents. I venture to think therefore that both from the point of view of Government and the weavers, the present system of not providing weavers with relief in their own craft is unsatisfactory.

IX. As the result of what I saw of the Madras system of weaving relief, as to which I have submitted separate notes, I am not prepared to advocate the adoption by Government of that system. Without entering into a detailed discussion of the system in question it is in my humble opinion financially and practically unsound. The system which I would adopt of giving relief to weavers in their own craft is practically that on which we worked our private experiment, *viz.*, that Government should buy from the weavers, at the current rates paid by middlemen, such cloths as are required in any of its own departments or for distribution out of charitable funds, or for which there will be a large demand from the public at the close of the distress. An enormous quantity of coarse cotton cloth is consumed by all Government officers for record cloths and (jajams) carpets and cushions. Large quantities of khadi dyed blue or various colours are used for clothing the men in the Police and other departments. We have proved by experiment in this district that we can produce the cloth usually used for clothing the Police at a cheaper rate than the contractors supply it. The Public Works Department has incurred an enormous expenditure in purchasing date matting outside the famine area for hutting on relief works. Khadi tents, such as those which are supplied, although at first more expensive than the date matting huts, are more portable and as effective for purposes of shelter. The Public Works Department are now using gunny bags for hutting. These are as expensive as khadi tents, which afford just as much protection against sun and rain; the arch shape of the tents made of khadi in this and other districts was against them, as it brought a great strain to bear on the cloth, particularly on the back pieces; it also made them unstable and difficult to put up, but when properly put up the tents were as popular as, if not more, than the date matting huts. Again, Government on relief works has to supply a certain quantity of hospital clothing, bandages, towels, etc.; these we found could be produced very economically by the local weavers. Government would therefore itself provide a large demand for the goods loomed out by the weavers.

X. It must, however, be admitted that Government itself cannot provide sufficient work for all the weavers throughout a distress in supplying its own wants. But the weavers could be employed in making other descriptions of cloth for which there would be a certain eventual demand. The weavers are as a class most conservative and can with difficulty be brought

to do weaving other than that to which they are accustomed. A considerable number of the weavers in the district, and especially in the Sholapur city, are accustomed to weaving saris.

It has been noticed that since the diminution of the distress here and elsewhere the demand for saris and indeed all the weavers' goods has been brisk, and has not been in any measure equalled by the supply. The plague operations have no doubt contributed in producing this result: but even before the plague broke out, this fact was noticed. If Government had stores of saris and cloth large quantities could have been disposed of at once without loss and without disturbing the market.

XI. The expenditure necessary in working out such a scheme must next be considered. A weaver turns out in 8 days 3 khadis of No. 6 single yarn, 20 cubits long by 2 cubits wide which, sell for Rs7.

The expenditure on producing these 3 khadis is as follows:—

| | R | a. | p. |
|------------------------|---|----|----|
| Weaving | 1 | 2 | 0 |
| Warping | 0 | 2 | 0 |
| Sizing | 0 | 3 | 9 |
| Reeling | 0 | 1 | 6 |
| Opening | 0 | 1 | 6 |
| Joining | 0 | 1 | 6 |
| | 1 | 12 | 3 |
| Cost of yarn | 5 | 0 | 0 |

The daily average cost of one khadi loom is 13 annas 6 pies, allowing 3 pies extra to eliminate error. An average weaver turns out 3 cotton saris 14 cubits by 2 cubits in 8 days usually sold at Rs1-8 each. The wages for the weaving and subsidiary processes are as follows:—

| | R | a. | p. |
|-------------------|---|----|----|
| Weaving | 0 | 12 | 0 |
| Warping | 0 | 1 | 6 |
| Sizing | 0 | 2 | 3 |
| Reeling | 0 | 1 | 6 |
| Joining | 0 | 1 | 3 |
| Opening | 0 | 1 | 2 |
| | 1 | 3 | 8 |
| Yarn | 2 | 13 | 0 |
| | 4 | 0 | 8 |

The average daily cost of one sari loom is therefore 8 annas 1 pie, but for the sake of eliminating error we will take it to be 8½ annas.

The numbers of looms estimated to have stopped working in the recent famine are as follows:—

4,500, Sholapur city.

4,000, district outside Sholapur.

But it would not be necessary to provide work for all these looms. I have already explained the circumstances of the weavers in the Sholapur city and district. It would not be, I estimate, necessary to provide on the average work for more than 1,500 looms in the city and 1,500 looms in the district.

Assuming that 1,500 looms are employed on weaving khadi cloth, the cost to Government to maintain these looms for 9 months would be $\frac{1,500 \times 273 \times 13 \text{ annas } 6 \text{ pies}}{16} =$

Rs3,45,515-10.

The number of khadis turned out would be $\frac{3 \times 273 \times 1,500}{8} =$ 53,562 worth about Rs3,58,311-3-4, while the 1,500 looms employed on weaving saris would cost Government to maintain for 9 months $\frac{1,500 \times 273 \times 8}{16} =$ 153,562 worth about

Rs2,30,343. It must be remembered that this expenditure would support the weavers together with all the members of their families, as the women and working children of each family perform the subsidiary operations while the male members weave. We found while working our experiment that the average family numbered five persons. The total numbers on relief, including non-working children, would be 15,000.

Even assuming that Government would lose 30 per cent. of its outlay owing to damage, accident or any cause, and that the profit I have shown would be swallowed up by the expenditure on establishment and by other losses, which I submit is most improbable, still this loss compares most favourably with the loss incurred by Government in sending weavers on to ordinary relief works.

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XII. I now add a few suggestions as to details. It would be necessary to establish in the district weaving relief centres as in Madras, but this would offer no difficulties. Two weaving centres in the District, 1 at Barsi road and 1 at Pandharpur, and a third at Sholapur itself, would be sufficient. There are at all three places buildings which could be utilized as store-rooms, and two of these are now conveniently on the railway. Government would, I suggest, not have anything to do with the supply of yarn to the weavers, but would leave them to obtain it from the ordinary dealers, who would give them yarn on credit, as in ordinary times, as soon as they found that the weavers had a sale for their goods.

I would not admit to relief all who asked for it, but would appoint in each village a Panch out of the weavers themselves, who would certify the weavers in need of relief. The work of this Panch could easily be supervised by the Circle Inspectors, Relief Mamlatdars and other inspecting officers.

I would allow one loom for every family of five or less than five. Where the family exceeded this limit, I would allow two looms, but never more. The earnings of each loom would also be limited; otherwise the production would be stimulated.

With regard to the establishment in connexion with this system of relief, I think that one of the defects of the Madras system was that the officer in charge of the operations is a Native Deputy Collector; a fairly senior Assistant Collector would exercise on the whole, I think, a closer control over the subordinates and the working of the system than the ordinary Deputy Collector. The examination and weighing of goods should be carried out by experts, merchants or large weavers, of whom there would be a sufficient supply forthcoming. The payments would be made by specially deputed subordinates of the Revenue Department.

Notes of a private experiment in giving weavers relief in their own craft in the Sholapur District.

1. In December 1896 we commenced giving relief to weavers in a small way. This we were enabled to do partly by the benevolence of the charitably disposed, who gave orders for the articles made by the weavers in response to an appeal made in the *Times of India* of December 23rd, 1896; partly by the kindness of Mr. Joyner, the Superintending Engineer, who moved Government to sanction the use of the cloth tents which I proposed should be substituted for the matting huts in use on relief camps; partly by orders from the Bombay and Poona Plague Committees, and the demands from our own and other districts for clothing supplied to the distressed out of Indian Famine Charitable Relief Fund.

2. In December the number of looms employed were on the average 150. From January they rose, until in the beginning of March they reached 417, the highest number in 30 villages. The numbers supported by these looms are shown below:—

| | |
|------------------------|--------------|
| Men | 417 |
| Women | 430 |
| Children | 694 |
| Dependants | 217 |
| TOTAL | 1,758 |

The numbers continued almost stationary until the middle of May, when, owing to the exhaustion of Government orders for hutting, they began to decline. A large number of looms continued to be employed in supplying Famine Fund and Plague Committee and private orders up to the end of June. The number of looms employed then fell to about 25. The weavers employed were principally Salis and Kostis—Hindus; the majority belonged to the Madha and Sholapur talukas; a considerable number came from the Karmala and Barsi talukas; while a few of the weavers employed belonged to the Sangola, Pandharpur and Malsiras talukas. I have not included in the above figures the numbers of blanket weavers, of whom a considerable number had steady employment for four months in preparing blankets for distribution out of the Famine Fund in this and other districts.

3. The system which we worked was to buy the weavers' goods by weight or the price-current at the market rates, making deductions for bad work, too much size, or other defects. These weavers were ordinarily supplied with the necessary yarn by the ordinary dealers. Where the dealers refused to give the weavers credit we made an arrangement with the dealer, under which he agreed to honour any order for yarn signed by us brought to them by any weaver,

whether of his own or any other village, on the understanding that any loss he sustained would be made good. This plan was found to work very well, and it may be noted in no single case was our confidence in the weavers misplaced. When the weaver brought his cloth, it was weighed and paid for on the spot. He received the full price of yarn and work, together with an order on the Sowkar of his or any near village for the necessary yarn to make a limited amount of cloth. Before the Sowkar delivered over to him the fresh yarn, he recovered from the weaver the price of the previous yarn. Later on we tried the experiment of purchasing yarn direct from the Sholapur Mill, in order to save the dealer's profit, but it was not satisfactory; for the storing, transport, and giving out of the yarn to the weavers proved troublesome and expensive. The yarn too was in some few cases made away with.

4. The following were the principal articles which the weavers were employed in making:—

| | ₹ a. p. | ₹ a. p. |
|--|---------|-----------|
| Saris each | 1 3 0 | to 2 14 0 |
| Chirdis | 0 8 0 | „ 0 12 0 |
| Cholees | 0 3 0 | „ 0 4 0 |
| Dhotars (men's) | 0 8 0 | „ 1 0 0 |
| Ditto (boys') | 0 2 6 | „ 0 4 0 |
| Khadi, per length of 20 haths | 2 1 0 | „ 2 10 0 |
| Checked and striped cloth for dusters, etc., 7 to 10 haths | 1 0 0 | „ 2 14 0 |
| Pasodis, per length of 20 haths | 2 2 0 | to 2 14 0 |
| Towels, per dozen | 1 0 9 | „ 9 0 0 |

The following figures give the approximate value of the orders received and executed:—

| | ₹ a. p. |
|--|-------------------|
| I. Government hutting material relief works and quarantine | 4,750 3 3 |
| II. Plague Committee orders | 1,462 10 1 |
| III. Indian Famine Charitable Relief Fund orders | 4,763 0 2 |
| IV. Private orders | 4,487 12 0 |
| TOTAL | 15,463 9 6 |

A small loss was incurred in the experiment, but this was due partly to our being constantly on the move in districts and having to carry large quantities of cloth about; partly to the cloth being stolen and made away with; and partly to private individuals not paying for goods supplied.

5. It was found that the weaver, even when his cloth was paid for at the famine market rate, could support himself and his family out of his earnings. No weaver went on to the relief work if he could get weaving work from us. It was frequently the case that weavers working for us passed through no fewer than three relief works, when bringing their work to our camp, yet none of them preferred the works, though they all were fully alive to the fact that their wage would be better and their children and dependants receive either wage or cooked food on the works. The weavers frequently walked 20 and 30 miles from their villages with heavy bales of cloth, returning the same distance with their orders for yarn, thereby losing nearly 3 days' wage on the journey for themselves and their families.

6. In August, on the work being stopped, a very few weavers went on to the relief work on the Barsi Road—Pandharpur Railway. The work was earthwork and was light, the weather was cool. The condition of these weavers did not seem to deteriorate, but they did not stay on the work for long, and in a few cases they worked as mukudams or on odd jobs in the camps. These weavers complained more of the heat and felt the exposure of out-door labour more than the labour itself. They were also extremely afraid of losing their delicacy of touch by hardening their hands with manual labour.

(President).—I think you volunteered for famine work?—Yes.

Did you go to Sholapur as Assistant?—Yes.

Did you then become Collector?—I was Acting Collector for about a month; and then reverted to my place of 1st Assistant Collector.

(Mr. Higham).—With reference to section 82, I see you are of opinion that the system of weekly payments causes a deal of inconvenience and hardship to the workmen?—Yes.

Some of the witnesses said that people having to attend the market-day, it is more convenient that they be paid once a week?—Those people who have got nothing at all

with them must buy their supplies daily; and we have to provide shops at the relief camps for that purpose; I have seen relief workers frequently pledging their ornaments; their practice is for the makadam to stand security to the dealers for these workmen; if the latter had no ornaments or pots for pledging, and if these people did not pay the debt, the makadam was bound to pay the dealers; sometimes the workmen failed and the makadams had to pay the whole debt; of course he charged the workmen interest and took a little out of their pay.

After they have been on the work some time, do you think they ought to be paid more frequently than once a week?—No; I think the weekly payments are sufficient.

For how long would you prefer twice a week?—All that depends on the work—say three weeks or a month; after which I would pay the workers once a week.

Not before that?—In the first week, daily; and afterwards, bi-weekly.

Why do you think that the task-work was more popular?—Partly because the task-work was too easy, and partly because it was not properly exacted.

Do you say in paragraph (b) 5 that the usual rates in the district for excavation are too low?—Yes.

Do you say the proper rate for black soil is about 180? Where do you get that from?—I got that from inquiries among the Public Works subordinates, the Local Fund Overseers and from the people themselves. Of course in giving these rates, I do say that the rates on relief works are much less than those for professional labour and contract.

Do we allow too much margin?—I think so.

Were the tasks rigorously enforced in the Sholapur District?—Very seldom; I am speaking of my own charge.

Was it a practice to fine below the minimum rate?—I have never known it done.

Would you advocate fining going below that limit in task-work?—If you could be sure that the tasks were properly measured and taken with proper establishment, and that the workers have a chance, and let us make sure that the tasks were judiciously fixed, then I say, "Yes."

If you are satisfied that the tasks are fair tasks, and people clearly understand what they have to do, you would fine them to any extent?—If the work were measured properly and fairly, then I say, "Yes, to any extent."

If the works were carried on with proper supervision and strictness, would you also insist on residence?—No; I think residence is no test. People do not mind it in the least; that is my experience; residence with hutting they do not mind; residence without hutting they do mind very much during the rains.

Do they mind going to a distance?—Yes, certainly; the distance question, apart from the distance with residence in one assigned place, has an effect upon the people.

If the villages are within walking distance do you think it necessary to enforce residence?—No.

Would you refuse admission to labourers within three to four miles of the works?—For able-bodied and strong people I say, "Yes, you must not allow them to come in; you must make them go further."

Do you think that the people having to go long distances had the effect of keeping from the relief works those who ought to go there?—Yes, I think so. My experience is of people in my section of the Barsi Road Railway. We drafted them to the Shetphal Tank in the Poona District. They would not go, although they were in real want and had to starve. In many cases we were obliged to put people on the dole to such an extent that gratuitous relief had to be increased.

What would you recommend for the people of this sort, who would not go to work at a distance? Do you think work should be provided for them nearer home?—I think a reasonable limit should be made in accepting them.

What is your limit?—I think on the average twenty miles; at the outside within a day's march to enable them to walk back to their homes, so that they could go home on holidays or in case of sickness.

If there were proper hutting accommodation would you reasonably insist on their going as far as twenty miles, and if they would not go, would you let them starve or send them to the poor-house?—I would not open works any way nearer home.

Was it necessary for a certain number of people to remain in villages to look after the cattle?—As a matter

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of fact, in the recent famine a large proportion of the cattle had disappeared; they had no cattle to lose and therefore nothing to keep them in the villages.

Were there no agricultural operations which required their presence?—Yes. As a matter of fact none of our villages were ever actually empty. There were always a certain number of remnants who hung about the different villages and would not go on relief.

Were piece-works carried on in your district?—Yes, towards the end of the distress.

On what wages?—A wage, plus charity for children.

What is your own opinion about that?—It is worthless except for able-bodied men on relief works. I lately visited the Mangi Tank and found there that weaklings had been driven off the work.

Were any special arrangements made for the employment of weakly men?—No.

Do you think it is possible to help them by special arrangement?—I think they ought to have special rates, as in Bengal, for weaklings: the system could be worked.

Would the system interfere with the B class or middle class worker?—Under the existing system the B class worker would get much less than he would do under the Code.

Do you know that there is a greater difference in the pay of A and B class workers than the class task under the Code?—A B class worker gets more pay for proportionately less work; but under this system he has to do more work in proportion to the A class for his pay. The A class worker is in the same position that he originally was, doing a very light task for a very good wage.

Do you say that a D worker gets 14 *chattaks* and an A worker gets 21, therefore a D worker has to do $\frac{2}{3}$ of what an A class worker does in order to earn the D wage. Do you think it is too much to expect?—I think so.

Cannot that be got over by having separate rates?—Exactly so.

Did you visit the works in Bengal?—Yes.

Do you think that the system that was in force there might be used here?—Yes, I think so.

Which works did you see?—The Tribeni Canal in Behar.

How long were you there?—Four days.

How many classes were there?—I found that they had in practice two, and in theory three.

Was there an intermediate class?—The workers would not stop in the intermediate class; they would go from D to B.

Why would they not have it?—I do not know why it was so, but they would not have it.

You remark regarding the piece-work system in the North-Western Provinces that "to properly work the piece-work system requires a much larger staff than the ordinary Code system." How did you arrive at this opinion?—I have not actually seen any work going on in the North-Western Provinces. I am only quoting the opinion expressed to me by the Superintending Engineer.

Do you know what the piece-work system is like in the North-Western Provinces?—Yes. It is called the modified piece-work system; because there is individual task and individual payment. It is not the piece-work at all in the sense which Bengal has.

Do you think more might be done in the way of these tagai advances so as to find employment for agricultural classes?—I do not know whether we could have done more than we did; because it is a very dangerous thing to make the cultivators so heavily indebted that they will take years and years to pay their debts off.

Do you think that the cultivators will find it difficult to pay off their debts?—Almost certainly.

Regarding the children at present on work, would you recommend a wage or ration?—Ration absolutely and exclusively.

Do you think that the children are not so well fed by their parents as when they are fed in kitchens?—In the kitchens we give them the best quality of grain. Their parents buy and use the poorest quality of grain; we give them wholesome food and they like that very much; they do no work, and in that way they improve their condition; besides we give them vegetables, while their parents seldom do so.

Do you like to separate them from other workers?—Our rule was that teething children should remain with their

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2nd Mar. 1898. Had you a very large work in the district?—Yes. In my own division I was in charge of the railway between Barsi Road and Pandharpur.

Had you over 35,000 people on the work and did you complete the work?—That railway is complete, but there is work still for 4,000 people for one month and a half. It is very nearly complete.

Have any new projects been prepared?—Yes. There are enquiries going on at present for tank projects.

(**Mr. Holderness.**)—What was the extent of the failure of crops as compared with the previous famine?—I had no experience of the previous famine, and I can only speak from what people themselves say. There is this improvement this year that we have got a very much larger area of irrigated land irrigated from wells.

What was the condition of the people in the last famine?—I cannot myself say except from what people themselves say; but it is not very reliable.

You say in your written evidence (para. 7, that persons were not received on the works unless they produced a certificate from the village officer of their village that they needed relief?—A man was not to be taken on the works unless he could produce the village officer's certificate or *dukhlā* showing that he was entitled to relief, and that he was the inhabitant of the village.

Was that introduced in your district for any length of time?—I fancy it was in force throughout.

Was he not taken on unless he brought an application for work from the special civil officer?—No; he was told to go back to his village.

Was that the general system in force?—Yes, as far as my charge was concerned.

Do you consider it workable?—I consider it workable, but it can only put a lot of money into the hands of the village officers; if a village officer had animosity against any one, the latter would not get the certificate without paying for it; they would wander up and down the country in search of work.

In para. 5 (1) of your written statement you say that the Code task system is demoralising?—Yes.

The Code system contemplates that people should not be fined below the minimum; did the majority of your workmen get a minimum wage?—No; most of them were for a long time on B wage. At the beginning of the famine I should think that the majority of them were on B wage and not on D wage.

Did you not fine the B class workers for not doing the B task?—No, they were not fined for a long time.

Was that demoralising?—Yes.

When fines were instituted, did many workers come down to D?—Yes.

Was there a general inclination to be content with the D wage?—There were a great many of the lower classes who simply would not do more than D task; they would do simply D, and no more.

Do you think they could have done much more?—Oh much more.

In your written statement [para. (b) 4] you mention two families who saved money on works. To what castes did they belong?—One was a Musalman and the other was a Maratha.

Of what class were they?—Both were of D class.

(**Mr. Monteath.**)—Was the Maratha family in D class?—It would be possible to save in D class; it was a large family.

(**Mr. Holderness.**)—But you see it is the Code allowance?—If you take a family of, say, three adults and two children, you find that there is a saving in their earning; because the man does not require his full allowance. They also use cheaper grain and grain leaves. Their wages are calculated at, say, 30 lbs.; they will buy grain which is 35 lbs. per rupee and save 5 lbs.

What quality of grain do you take as your standard?—The medium quality.

Was there cheaper grain in the bazar?—Yes, grain like *nagli*.

Did the low castes dry the meat of the dead cattle for future use when the mortality among cattle was very high?—Yes, I have seen long strings of it hanging up inside their huts. Sixty per cent. used this meat and they got it by killing people's cattle. That was the general complaint on works.

Was the percentage of cultivators to the labourer classes small?—Yes, considerably.

Were these low caste people cultivators?—Mostly not.

Do you think that the cultivators and the better classes have difficulty in getting on on the D wage?—I think it is sufficient even for them.

In your written evidence [para. (b) 2] you say that Civil agency work was a failure so far as the exaction of a task is concerned?—No, small works were started in the beginning of the famine; but when I became Collector I wrote to the Commissioner and got them stopped.

You recommended that the small works should be stopped?—Yes; they were not a success because we had no establishment. We rushed into opening these works without any establishment. There was a Mamlatdar and a Karkun, with people around him doing nothing. If we had means to arrange for an establishment we could carry out these small works.

You speak of small works in Bengal. Do you think they would answer the purpose?—Yes, they say, I do not know how far it is true, that they exact the same work for the D wage as the Public Works Department does.

Do you recommend small works at the close of the famine if you want to get the people back to their villages?—Yes.

If you have small works at the end of the famine, would you allow all classes of persons to go to them?—Yes.

Can you exact a proper task?—That is a question of establishment.

Do you think that small works were required at the end of the famine?—I think that if workers who were drafted to a great distance from their homes, had not been drafted, and if they could have worked nearer home, we should have stopped a great deal of hardship and would have had more of the land sown for the kharif harvest.

Do you think that they suffered with the result that there was an increased mortality?—I think so.

Did people refuse to go to large works at a distance, and stay in their homes?—Yes.

Did some die in consequence?—I know of cases where they did.

Do you think that the people were obstinate?—I do not think it is reasonable to expect the people at the approach of the monsoon to leave their homes and go to a distance from them.

Do you say that they have certain reasons to stay?—Yes, the first reason is that the people have to take advantage of the first showers of rain, and the second is that there is a certain amount of labour in the village itself. If they are away from the village at the beginning of the monsoon, they lose their chance of employment in the village throughout the monsoon.

(**President.**)—Those who leave their villages find when they return that the roofs have been taken off their huts? Is this a fact?—I have known this to happen.

Would they come back fifteen to twenty miles?—I think so.

You only have such works opened when rains begin?—Then we have large works with a radius of twenty miles.

Were the works twenty miles distant during the hot weather?—Yes.

In para. (b) 14 of your note you refer to the diet given to famine children. Were these children very numerous?—No, they were exceptions.

Would you exclude children under 12 from the gangs?—In that case rations would have to be increased.

For children?—Yes.

Can you form an idea as to what the ration would be?—I have not thought of it; the present ration would be insufficient.

When you were in Bengal you judged that a person on relief only got one pound as wage without any extras?—Yes.

Do you think that would be sufficient in Bombay?—Nothing would be sufficient if the people share their allow-

ance among themselves; but if we can ensure that these men actually live on one pound, then I think that it would be enough.

Was the condition of the people in Bengal getting this allowance good, and their health good?—The condition of our people was no better.

What percentage of the dole do you mention is shared by these men?—In fact all.

How was the dole shared?—The relatives of a man on the dole would not go to relief works but shared it with him. This happened chiefly among the low caste village servants; supposing the actual number of their women and children was fifteen, and we gave the dole to four, those four would share it among the fifteen.

Were they of one family?—No.

Would you keep central kitchens for old people and respectable Maratha and Musulman high class people?—No, but I see no reason why the lower classes and the labouring classes should not go.

Why do you say nothing about the weavers; how is it you talk of no special relief to the weavers?—I have been so busy that I have not been able to refer to my notes. I propose to submit now two notes, one to provide relief to weavers in the labouring districts and another on the general question of providing relief to the labouring district.

On what principle was your present experiment conducted?—We used to buy the weaver's cloth at the current market rate, which comes down in famine times.

Did you leave the weavers to obtain their yarn from ordinary dealers?—We simply gave orders; we said to them, "We want this, and we shall pay you so much, supply us such quality and quantity."

I suppose you gave orders for the cheapest kind of cloth?—We ordered in the first place the *duftar* cloth, which is used by Government in various ways; then we ordered Police uniforms. We got these at a cheaper rate and of the same quality and description of stuff that the contractor supplies. In the same way we had cloths made of various kinds; the question of dyeing was easily settled. Government also used a large quantity of cloth in Relief Camps and in the Hospitals.

Would you not have cloth for hutting?—We tried that, but the tents were not as successful as they might have been, on account of the shape. The shape being arched it was difficult to put up.

(*Mr. Holderness*).—Are the weavers in need of relief in the district very many?—I estimated there are in Sholapur about 8,000 looms; and you have to provide relief for 3,000 looms.

Have you formed any estimate as to how much Government would have to spend?—Yes, I have worked out the figures. An ordinary *khadi* loom costs about 13½ annas a day to work; then there are the wages to pay. A *saree* loom takes about 8½ annas per day.

Will you have 1,500 at 8½ annas and 1,500 at 13½ annas?—That is about 11½ annas on the average.

And then you will have to continue relief for many months?—Yes. In the last famine, I estimated about 9 months.

How many people would be supported by 3,000 looms?—On the average say about 15,000, including non-working children, a day.

Are there 5 on each loom, making 15,000 people to be supported?—Yes.

On an expenditure of about 5 lakhs in 9 months?—Yes.

Can you recover a great deal of that?—As a matter of fact I estimated that the Government would make profit out of it. For instance a *khadi* would cost for weaving R2-2 and would sell for R2-6. You would pay less than the ordinary market price, and on clothes in hand this year you would get a much higher price.

Why?—Because so many people will want clothes now as soon as they get money from a good harvest; there is a tremendous demand for it. In Sholapur the *sarees* are usually sold at R1-7 and now they sell for R1-10.

Then you would pay people less than they could get in ordinary years?—Yes.

And the prices would be three times higher. Could they live on it?—We found that they did. Although we carried on works on this condition, they walked thirty and forty miles for work in preference to going on relief works,

which they would not do; and we used to tell them that they must; and they said that they would not. There is one thing in connection with these weavers, that the work they did on the ordinary relief work is of very little value. On the Ekruk Tank Canal we spent R80,000 nearly; and the Executive Engineer's value of their work is that it will be three annas in the rupee.

Is there any difference in the Madras system?—The Madras system is unsound in practice. There for a bundle of turbans the Government would pay R18-10, while the market price was R16-8. There they paid R2-2 too much—an excessively high rate. Another thing is that the task is extremely hard to fix. It has to be done by experiment by experts, and there is no good expert in a matter of that kind; we found the task was very hard; we had simply to deal with finished material; and had nothing to do with yarn. In Madras in some cases there was a great deal of delay in weavers obtaining yarn. Some of the weavers had to wait 8, 9 and 10 days for yarn. They got very good yarn from Madras and had to pay heavily; there is a demand for cloth made of yarn of that description.

You had nothing to do with yarn?—No.

(*President*).—Do you think that the digging work required from weavers will interfere with their powers of weaving when they get back to work?—For some time, yes.

Do you think that if the weavers applied plaster to their hands, their hands would become soft?—It takes a month or six weeks before they can get their hands back to the old condition. They want fine *feel* and *touch* for weaving.

Is there a chance of the weavers losing their looms when they are sent to distant works?—Yes, unless they take them with them, which they generally do; they carry them along with them.

In the northern parts of India have a considerable number of weavers been forced out of the weaver's trade and become the cultivator's labourers?—I don't know.

I suppose it would be a bad thing if we accentuate that?—I should say so.

Is there a demand for the kind of cloth made in Sholapur now?—The industry there is by no means in the decadence that it is supposed to be.

With reference to paragraph (d) 22, how many Circle Inspectors did you have, and how many special circle Inspectors were there?—I think usually there was one Inspector for 18 to 23 villages; I think we altogether had twelve extra men.

How many villages did the permanent Circle Inspectors have?—They had about thirty to forty.

Did the addition of a Circle Sub-Inspector reduce the number to 18?—Yes.

How many villages do you think a Circle Inspector of superior class can efficiently manage?—Fifty.

With reference to your paragraph 23, the Code says nothing as to what a special sub-division ought to be in famine times?—I think it does, though not very precisely, but very vaguely.

(*Mr. Monteath*).—You say that some of the people would not go to the tanks; do you say they died?—Yes.

Did they die of starvation?—I do not say so; nobody dies of starvation.

Did no labourers die in Sholapur?—I say nobody died of starvation.

Were those people who refused to go to work fed?—Yes, they were.

What was the result?—With the result that they remained alive.

I do not quite understand who died?—Some of them died.

What was the cause of death?—What I mean to say is, that owing to some people not going to the Shetphal tank they were thrown on the charity of the people in their neighbourhood which was not equal to their support; they fell off in condition and thus became susceptible to disease, and the mortality of the poorer classes increased in consequence.

(*President*).—What of the people who were dependent on the workers; did they remain on the charity of their relations and not get enough to eat?—I think that they did not get enough.

Did they disappear?—Yes.

You said some died?—Some of them disappeared in the sense that they died; and some disappeared in the sense that they went to other villages.

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(Mr. Monteath.)—Could they have gone to some other work in Sholapur?—Yes, there was nothing to prevent them, but the works were distant.

Were they as distant as Shetphal?—Yes, in some cases.

Do you think there was as much Tagai given among the people as was necessary?—Yes, I think as much as desirable; if we had given any more Tagai it would have been abused, and the burden of debt of the people would have been increased.

If the works were successful, would there be any burden of debt: would not the people pay it off?—It takes some time.

Does not the clearing of the land and sinking of a well increase the earnings of the cultivators four-fold. It is said that the first earnings produced from this, enable the cultivators to pay off the loan?—I should think, however, that as far as I am aware the produce is largely swallowed up in the expenses of the cattle which have to be maintained, as also in the employment of labour.

Do you think that the cattle cost more for maintenance?—They have to be maintained at a greater cost; they have to do harder work and cost more for maintenance. Their maintenance is more expensive than of the ordinary plough cattle; they do harder work and have to be better fed.

In regard to the irrigated area, are the results very extraordinary?—Yes.

It has been said that in many cases they don't pay off all their debt in one season?—He would be a very fortunate man who could do this with us.

I suppose there were people who regarded it as a profitable investment?—Yes.

Is there any mistake in paragraph (b) 10 regarding the 12 annas?—Yes; there is some mistake.

I do not quite understand what the certificate system is as introduced in Sholapur?—There was no order to that

effect. I fancy it was the outcome of the Code. The idea is that the village officer is supposed to give the certificate to the man he knows.

Are they at present granted by the special Civil officers?—Yes; but there was no order of the Government as far as I am aware.

Who should make payments?—We should employ soldiers for that purpose as is the case in Bengal. I say that system was found to work well there: and I do not know why it should not work well here.

Do you think they would go to Sholapur?—Yes; I should think they would.

If the people found large works comfortable would you be able to get them back to their agricultural operations?—Of course if there is nothing whatever to do they would never leave the works; they are always nervous for the future, and they would not leave the works even if they got 7, 8, or 10 rupees until the rain actually came.

Did they actually wait until rain came?—Yes.

What proportion of people do you think should be employed on small works?—I should say one-fifth.

Do you think we should be able to find sufficient establishment to carry out these works?—Yes, I think so; but we would have to indent upon other departments more largely.

Do you think it practicable to improvise an establishment of that kind?—Yes, I think so; because we could indent for a certain number of men from the Public Works Department.

I do not see how that could be. We should have large works to provide for?—If we have small works the number of big works would be decreased; and you can spare the establishments from larger works.

If you had opened small works would you have required an enormously increased establishment to exercise any efficient control?—Yes.

Mr. R. E. ENTHOVEN, Acting Collector of Belgaum, called in examined.

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I put in a written statement of evidence.

I would venture to explain at the commencement of this memorandum that I had only a partial and temporary experience of the working of relief operations in the Nagar District. My appointment was that of Personal Assistant to the Collector, under Section 32 of the Famine Code, and as such my duty was to carry on the routine work of the district, leaving the Collector's time available for the purposes of famine administration. Moreover, within a week or so of my joining the appointment in Ahmednagar an imported case of plague occurred in the city, and from that moment the bulk of my time was devoted to devising precautionary measures against the importation of the plague. From December 1896 till April 1897, and again from May 1897 until August, I held revenue charge of the Ahmednagar Taluka in addition to my duties as Personal Assistant and Chief Plague Authority. It was in this capacity that I gained some experience of the working of relief measures,—an experience limited, it must be remembered, to one taluka and acquired only in such intervals as the more important work connected with plague measures enabled me to devote to the taluka charge.

2. Within such narrow limits the opinions formed by me on one or two of the leading points in connection with relief measures must, I am aware, be of questionable value, and would, I venture to think, only carry weight in so far as they serve to corroborate the views of officers who have had a wider experience of, and have been more closely in contact with, the working of relief measures in the Ahmednagar District.

3. With this explanation I venture to offer a brief note on the famine, which I submitted to the Collector for embodiment in the District Famine Report, and which deals mainly with the question how far the very large numbers in receipt of relief in the Nagar District were a sign of genuine distress among those seeking such relief. I should perhaps further preface the note by explaining that during the greater part of the famine there was one big relief work (the Kapurvadi Tank), four metal-breaking works, and a central poor-house, all within the limits of the taluka which was in my charge. My opportunities of

gaining experience in famine relief questions were, therefore, to a certain extent more favourable than would be as a rule the case in a single taluka charge. Without referring to the records I should estimate the numbers on relief in the Nagar Taluka at the worst period of the famine at about 15,000 persons, or nearly one-eighth of the total number in receipt of relief throughout the district. Moreover, the Nagar City poor-house was the only poor-house in the district which received more than a mere handful of applicants for relief, and this was wholly under my supervision and control.

4. The note referred to is as follows:—

"Note on the Famine in the Ahmednagar District."

"It would be difficult to determine whether the Government or the people of this district have gained most in the course of the recent scarcity; for while the administration has undoubtedly secured an almost universal approval among the cultivating classes for its far-reaching and generous measures to protect them from starvation, the land-owning and labouring classes have passed through a time of extraordinary difficulty, of which it may confidently be asserted that little or no trace will be left in a few years time from now. Whether the liberality with which relief has been administered is likely to be wholly beneficial in its results is a point on which I shall venture to offer a few words at the conclusion of this note. Meanwhile I proceed to describe a few of the aspects in which the famine relief measures presented themselves to me, in so far as my connection therewith gave me an opportunity for formulating any conclusions.

"I am inclined, in the first place, to think that the opening of relief works in great numbers and in all directions at an early period of the distress, before it could properly be said 'to have deepened into famine'—to use a familiar phrase—drew to the relief operations a vast concourse of people who could very well have managed to support themselves for some time longer without Government interference. I have little doubt that the opening of a large number of works attracted (I use the word advisedly) the wage-earning classes of the neighbouring villages who were ready and willing to accept a minimum wage while their families were supported on a liberal scale and at a time

when the usual field work to which they ordinarily looked for support was very largely unobtainable. There are many ways in which Mbars and Mangs can obtain work besides guarding or harvesting the crops—as for instance cutting and carrying fodder and fuel, but such means of livelihood are precarious; and thus, when a regular daily wage is obtainable near home with the minimum of exertion and accompanied by the support of all the dependants of the labourer, such a wage must, it would seem, prove attractive. I do not believe that any appreciable portion of the crowds who clamoured for work at the relief centres in December last were in any immediate danger of starvation, neither the condition and circumstances in which they arrived nor their subsequent conduct when admitted to the works would seem to support such a conclusion. I have seen applicants arrive driving cattle, many possessed goats, almost all had brass cooking-pots and a bundle of household effects, and few, if any, were not comfortably clad, and in good condition. Once admitted these people would seldom do the minimum task allotted, though I am assured that this task was in no sense excessive, and in many instances the workers showed the greatest freedom in selecting their hour for commencing the daily task. I can quote two instances as an example of the method of morning attendance, where I have risen, fed, mounted and ridden several miles to a work only to find the sun smiling on the unoccupied lines of workers who were slumbering peacefully in an adjacent village. Nor is this to be attributed to any defect in organization, though the opening of a very large number of works throughout the district within a few weeks must have strained the resources of the Public Works Department to the utmost. The people were independent, and pleased themselves as to the hour of attendance. Let only regular employment be forthcoming with a liberal scale of pay for their non-working children and they were content to accept the wage offered. It may perhaps be thought that this statement requires very strong support. I venture to think that such support is to be found in the results of the drafting operations which were attempted at a later stage of the famine. I have been so far describing my impressions of the situation in December and January. Later in June and July, when the early rains were of a very uncertain nature and affairs bore the most threatening complexion, large number of workers were ordered from Imámpur stone-breaking work to Kapurvadi Tank, a distance of 10 miles, and similarly from Miri metal work to a similar work at Mehekari. The results were, I venture to think, astounding. Of 3,000 persons drafted I have known scarcely 600 arrive. So startling were the figures in some instances that I made a special enquiry, at the Collector's orders, as to whether there existed some defect in the Public Works Department system of drafting the labourers. I was compelled to report that the cause of the falling off lay almost entirely in the disinclination of the people to accept work at any distance from their homes. It is true that they never confessed as much. One family drafted from Imámpur complained of the want of firewood at Kapurvadi, another doubted that proper hutting accommodation existed on the new work, a third objected to the climate of Kapurvadi village, and a fourth pronounced the drinking water unfit for human consumption. All those excuses only veiled the disinclination of the ingenious framers to leave their villages, while work was procurable in the vicinity. It can however fairly be argued, and this is the point to which I would invite attention, that the majority of labourers who decline to travel 10 or 15 miles for work cannot be in any danger of starvation. If this is admitted, and I fail to see how the conclusion, supported by the evidence of many minor circumstances, is to be avoided, it will appear that the opening of a very large number of works in this district is to no inconsiderable extent responsible for the numbers which pressed on to relief at an early stage of the famine. At no time was the Nagar Taluka without at least 4 works (except for the occasional intervals between the closing of one metal work and the opening of another). I do not desire to enter into the question whether this could have been avoided. Large central works involve projects of some magnitude which may not be available. Stone-breaking is work which is readily provided and easily checked. In the absence of large projects it may be the most suitable substitute. But stone-breaking cannot be carried on without limit at one spot if the metal is to be used within a reasonable period. Hence the number of camps necessary; and thus the proximity to a number of villages, which is an inseparable feature of relief operations of this nature.

Now it may be objected with some show of reason that the existence of numerous works in a limited area does not necessarily imply the employment of the people close to

their homes. It is quite possible, it may be said, to send people who live near work A to the work at B. So, on the face of it, it is. But experience shows that as long as a work is open to new-comers the residents of the neighbouring villages will find a place thereon. Suppose, in the case of work A, all new-comers who live in the vicinity are sent to B. They will leave B and return to A. This was found to be the case when drafting operations commenced in the Nagar Taluka. Once back at A, the applicants again press for work, and it is hopeless for the receiving officer to endeavour to distinguish them from other applicants. The result is disastrous confusion, and a deadlock in the mustering of new arrivals.

Thus, it will be seen, a work from which drafting is in progress must be closed altogether to new applicants. But, in order to keep all residents of the vicinity off the numerous works, drafting is necessary. All works cannot obviously be closed to applicants. Hence, and with this conclusion I think all recent experience agrees, the maintenance of a few large central works is the best check on persons needlessly seeking relief in times of scarcity.

In arriving at this conclusion I may appear to have travelled somewhat from the original subject of discussion, *viz.*, the condition of the people during the famine. Reflection will show that the connection between the two is close. The numbers on the Nagar works during the past season were phenomenal. The works were very numerous. The people were fairly well off, and mainly disinclined to work hard. The two are cause and effect.

It may perhaps seem a matter for astonishment that an attempt should be made to suggest that the works were popular or at least attractive. The Famine Commission, who did so much to concentrate the fruits of experience in connection with famine administration, generally appear to have based their conclusions on the assumption that relief in all forms is not ordinarily attractive. Yet I think that now the object of Government in opening and maintaining relief works is more fully understood, and the organization vastly improved, labour on relief works may at least become agreeable to the people so long as it is provided near their homes. I can instance cases of private servants drawing good pay who either sent their families on to the Kapurvadi work, or even took a part in it themselves when out of employment. I know as a fact that villagers have been willing to come on to Government relief if a road repair work were to be opened near their village, and not otherwise. In short, not to labour the point unduly, the relief works of this district were on the whole popular in the case of the majority of the workers entertained until a late stage in the famine, and for that reason supported many who did little work and could have either supported themselves at home or found employment elsewhere than on the works.

It is not, of course, intended by the above remarks to suggest that the recent famine was only a famine in name, that the numbers on works were wholly fictitious, and that there was not a vast amount of misery and suffering among the people. Such a failure of the crops as occurred in the season under review must ruin thousands of the poorer cultivators, embarrass the large portion of the remainder, and reduce many of all classes to great straits in their endeavours to subsist on insufficient nourishment. Perhaps the leading feature of the season was the very high level of prices maintained from October 1896 until the end of the following September. With grain selling at about 20lb. per rupee the poorer classes who have difficulty in securing employment and the land-owning classes whose stocks are limited, must necessarily find themselves reduced to a minimum of food. I know that in many villages from the time when the early rains of 1897 appeared doubtful, many families were forced to restrict themselves to one meal a day, and a certain number endeavoured to subsist mainly on roots and miscellaneous jungle produce. This and the heavy mortality among agricultural cattle, which lay dying and dead in many a village site, were sufficient signs of the pressure on the people, and served effectually to remove the suspicion, if it ever arose, that the famine was not severe in its incidence. But in a short note of this nature I have given most prominence to the most striking feature of the Relief Administration, which, undoubtedly, was the very large number of those who presented themselves for relief, combined with a general disinclination to submit to any test of their necessity, such as a transfer to a more distant work or the enforcement of a more adequate task. Very noticeable also was the absence of famine starvelings in any appreciable numbers. No doubt this was to a large extent the result of the early opening of numerous works, combined with a liberal administration of the village dole system.

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Mr. R. E. Enthoven. This fact must be duly recognized when discussing the results of the famine in so far as they can be estimated from the condition of the people. It is probable that relief operations must be more liberal than is essential for the support of the deserving only, if a certain mortality from starvation is to be avoided. The problem is one which seems to require the nicest discrimination if it is intended, on the one hand, to pilot the people through a year of crop failure and high prices without a mortality directly traceable to want of sufficient food, and yet at the same time to avoid demoralizing the people to such an extent that they should look to Government not only to relieve them of all their dependents from the very outset of the scarcity, but also to support the able-bodied for the whole period thereof in return for an almost nominal task of labour. Allowing that there were to be found on the works this year a number of persons who would not have weathered the season without assistance, and of whom a few showed signs of starvation when they applied for admission at a late stage of the scarcity, it will, I fancy, be generally admitted by those who had most experience of the relief works, that the majority of labourers were in excellent physical condition from first to last, that they were little disposed to do a full day's work, and that their conduct generally did not suggest the conclusion that they were in danger of starvation.

Next to relief works, the gratuitous relief operations may perhaps be given a few words. I would refer briefly to the village dole, the feeding of dependants on the works, and to poor-house administration. I think it is doubtful whether any true test can exist of the deserving cases in reference to dole work. In the Nagar Taluka, at least, I think the Relief Māmlatdār did his duty well, and I am satisfied by the result of my inspections that the recipients were persons unfit for work. But were they without means of subsistence? I do not see that any officer has it in his power to decide this satisfactorily. At first, no doubt, a strong prejudice existed against the dole, which was very largely refused, and during that period it may be assumed that only the deserving come on the list. In a few months the prejudice passed away. Even Patels and Kulkarnis asked for the dole. They were, no doubt, hard pressed; but obviously its early terrors had by then been proved chimerical. Once the dole was understood, the villagers endeavoured to avail themselves fully of its provisions. At village inspections all the aged, infirm, young children, etc., were brought forward for dole with an assertion that none had tasted food for some days. I do not wish to appear to maintain that many were not fully entitled to it. But it does seem probable that the discrimination between those who had relations and friends able to assist them and those who had not, would prove a task too formidable for the most zealous Relief Māmlatdār, once the villagers assumed, as I imagine they did assume, that Government intended to take care of all encumbrances. I support this assumption by the significant fact that no single applicant for dole who addressed me personally would entertain the idea of resorting to the poor-house for food. Quite a number of cripples and old people and, in one or two instances, small children were brought to me for entry on the dole list. All of them rejected with scorn a preliminary proposal to send them in a cart to the poor-house. I consider it extremely doubtful whether such people were in danger of starvation. I certainly consider that in the case of the dole there is no adequate practical test of distress: and that if the admitted dislike of persons unfit to work to go to a poor-house is not used as a check in this form of gratuitous relief, the task of the Relief Māmlatdār becomes intensely difficult, if not impossible, in so far as the selection of dole recipients is concerned. As regards the relief of dependants on works, it is perhaps superfluous to add comment to the facts of the kitchen policy. Payment of dependants will not, presumably, after recent experience, be attempted where cooked food can be conveniently distributed. With the Ahmednagar poor-house there is, I take it, fresh proof that the famine did not press severely on the people generally. The poor-house was opened on 15th February, and until the kharif crop threatened to fail the inmates never numbered more than some 200 persons, who were almost entirely poor people of Nagar city. For a month or so in the monsoon the numbers mounted until they gained 600, and a few strangers, some emaciated children, and three deserted infants proved that the institution was of value. But the dole system very largely obviates the necessity for a poor-house; at the same time the extraordinarily few wanderers, orphans, and starvelings, brought for treatment show conclusively how light the pressure of the scarcity was, especially when the experience of 1877 are recalled, with its sad death roll from an early stage, in the famine season.

If my remarks so far have conveyed any definite conclusions they would be summarised as follows, viz. :—

(1) That the pressure of the famine was extraordinarily light compared to the numbers on relief.

(2) That the numbers on relief exceeded considerably those who were in pressing want owing to relief operations being to a certain extent attractive.

(3) That it is very difficult if not impossible to work the dole system, as opposed to a general system of poor-house relief, with satisfactory discrimination. It may, no doubt, be argued, and fairly, that if relief operations of all kinds are to attain the maximum of utility, that is, to prevent the people falling into such a distressed condition that they cannot in the end be saved from a very serious mortality rate and permanent depression in condition, the gathering of excessive numbers on relief works and a wide distribution of free support to those unfit for work is in the end good policy and worth some abuses. This perhaps raises a question outside the scope of this note. Certainly such a principle would not be economical; and there would seem grounds for believing that in the end there would arise abuses which would lead to disastrous consequences. However much a generous famine policy may be appreciated by the people, its most salient result will, I venture to think, be the formation of certain expectations and impressions among the people which cannot fail to be embarrassing to Government at the time when distress re-occurs. There seems to me already a tendency (I may be too pessimistic an observer), to count on Government for favours as rights.

People who in former days were not accustomed to receive relief for their own maintenance, are now full of indignation if their cattle are allowed to perish unaided. It is Government who takes the revenue, they say (I quote from memory), and it is the Government that must secure to them the means to pay the same, that is, must find fodder for their cattle in times of scarcity. Government are similarly held bound to replace lost cattle, to supply seed, etc., etc., and all this with a fine forgetfulness of what has been done to save human life. I do not say that this is more than a tendency at present. It has struck me as peculiarly significant, and it will perhaps serve to illustrate one at least of the risks of a liberal policy.

But at least it must be admitted that the recent famine administration has pressed home to most of the people the fact that the Government they live under is a Government solicitous for their welfare and eager to protect them in times of trouble. That on this they may build too magnificent expectations is, perhaps, only human nature. At any rate it may be asserted with confidence that the text of the kindness of Government as shown by the liberality of its relief measures has formed the subject of many a village discussion, and that generally a lasting impression has been created which cannot but materially affect the relations of the people to their rulers for a very long time to come.

5. There is a subject closely connected with famine relief to which I attach great importance, though I did not deal with it in making the remarks given above. I refer to the grant of loans to agriculturists for land improvements and the purchase of seed and cattle, known to natives under the more easily handled expression of "Tagai." It would be opening up a very wide field of discussion to stray into the question of agricultural indebtedness and the alienation of small holdings to non-agriculturists; and I will content myself, therefore, by merely prefacing my remarks on tagai with an expression of my opinion that the substitution of a Government Department for the village money-lender as the agriculturists' capitalist is to my mind a reform which may fairly be considered of vital interest to both the Government occupant and the State itself. It is difficult to discover any question which may in the near future attain equal importance as bearing on the welfare of the agricultural population of this part of India. If my estimate of the value of tagai to the raiyats is not mistaken, and I believe that I can quote the opinion of the present Director of Agriculture (Mr. Muir-Mackenzie, I.C.S.) in support of this view, the development of the system of State loans deserves considerable attention. It is evident that at no time can such a system be of greater benefit to the people than during a period of agricultural depression, when credit is shaken to the same extent as the demand for advances is increased.

6. I am not prepared to maintain that the system of making tagai advances during the recent famine was as efficient as might be desired. Very large sums were advanced, it is true; I think that in the Nagar Taluka alone

about one lakh of rupees was spent in this manner. But the defects of the system were mainly, I venture to think,

- (1) insufficient care that the money was productively expended ;
- (2) inadequate discrimination between the more deserving applicants and those not equally in need of assistance ;
- (3) paucity of funds as compared with the amount of loan applications which could safely have been met.

Now it should be understood that I do not for a moment mean to reflect by this criticism on any of the officers charged with the work of issuing these loans or supervising the expenditure. The fault lies in the system, or rather in the want of an adequate system, for the granting of Tagai applications in normal times which is quite unable to cope with the extraordinary demand that arises for such accommodation in times scarcity.

7. With regard to the defects, it must, I think, be admitted that a very large portion of the Tagai advances made in the Nagar District during the famine, *viz.*, the sums allotted for expenditure on well-sinking were unproductive and could, therefore, only prove a burden instead of a benefit to the cultivator, unless, indeed, he misappropriated a large share of the advance, which was not, I believe, a common event. Towards the close of the hot weather, Nagar Taluka was dotted with half-finished well borings which had not reached water, and probably never would. I was so struck with the large percentage of half-dug wells in soft soil, that I made a special appeal to the Collector for additional grants of Tagai in order that the work actually completed might be saved from damage by collapse in the monsoon. Funds were not, however, to be obtained, and it is certain that in consequence many cultivators were left at the end of the famine with a debt of several hundred rupees and, for an asset, an unprotected hole in the ground which could yield no revenue from which to repay the advance unless a considerable sum were first to be expended thereon. In some instances, not infrequent, I am informed, in other parts of the district, private savings had been added to the Government loan, and all sunk together into the unfinished and unfinishable well which was to have been the source of repayment for the loan and interest as well as a return for the private fortune invested.

8. Next to this unsatisfactory feature of the Tagai system as worked in a famine, I venture to regard the method of distribution of the loans as equally unsatisfactory. I suppose that I should be well within the mark in estimating the number of applications for Tagai of both descriptions as from ten to twenty times the value of the allotments available. With such a demand it does not seem to me possible to expect the Mamlatdar, as the Revenue officer of the taluka, assisted by some temporary additional establishment, to select the deserving cases for assistance. When in every other branch of his revenue duties the Mamlatdar's work is largely increased by the requirements of Relief Administration, it is not possible for him to enter into a consideration of the respective merits of these numerous claims for assistance ; and he will probably adopt some such simple test as that of the date of application, with the result that those who first obtain intimation of funds being available, and who are not, it may fairly be presumed, the most necessitous applicants will receive the bulk if not the whole of the loans.

9. Again, with reference to the third defect, though the sums advanced were large, they were not nearly sufficient to meet a reasonable proportion of the applications. I imagine that there is little risk of non-recovery in the case of these advances made on the security of cultivable land which is everywhere in the Deccan most readily saleable. The interest rate is 6½ per cent. Government are in position to borrow at 3½. It is difficult, therefore, to realize why the additional profit to the State should not be secured by meeting all the financially sound applications for assistance instead of stopping short at an arbitrary sum fixed in some way so as to fall far short of the cultivators' requirements.

10. The remedy lies, I venture to think, in the adoption of a more efficient system of Tagai advances in normal years capable of very considerable expansion in times of scarcity, so as to come within measureable distance of the unusual demands, which must necessarily arise in such a season. If, for instance, a special officer, who could be paid from the profits of Tagai, were to be employed not only to deal with demands in normal years, but to be entrusted with the preparation of lists of those whose credit would entitle them to advances if they required them, and to collect accurate information concerning the probable productiveness of works of different descriptions in all parts of the area for which he

was responsible, it would, I think, perhaps be possible to arrange for the better selection of applicants, without undue delay, from among those who press forward for loans in times of scarcity, whilst guarding against the expenditure of money on unproductive ventures such as the half-finished wells of the Nagar District.

11. I consider a great extension of the Tagai system desirable in normal years, but I consider a specially selected establishment desirable for the purpose, not only in order to cope satisfactorily with the additional work involved by the extension, but also, so that in famine years the loan applications may be more efficiently dealt with and unprofitable expenditure in so far as possible avoided.

12. It may be of interest to add a remark on one of the results of the Deccan Agriculturists' Relief Act in so far as the working of this salutary enactment affects the system of making loans to agriculturists. It was a very general complaint among the agriculturists of the Nagar Taluka that the village sahukars would not lend money on good security during the famine. It has, I believe, been previously brought to the notice of Government that one of the results of the Act in normal years has been to substitute in some measure for mortgage-bonds fictitious deeds-of-sale which are, as a matter of fact, treated by the parties as mortgages without possession. The registration records of the Nagar District bear ample testimony to this practice. During the famine the tendency of the sahukars to refuse loans except on condition of such fictitious sales, was very naturally greatly encouraged by the depreciated credit of the agriculturists ; and I can recollect that in the majority of cases in which loans were required from Government the applicants had been previously refused assistance by the sahukars unless the proposed work, generally a well, were sold to them for a fraction of its proper value. Without entering on the question whether this result of the Deccan Agriculturists' Relief Act is beneficial as regards the general interests of the raiyats or otherwise, it may be readily concluded that it has at least led to a greater demand on the part of the cultivators for assistance from Government. And the necessity for the improvement of the organization for rendering this assistance, is, I venture to think, one of the lessons which the experiences of the recent famine has appeared to teach those who have the interests of the cultivators at heart.

13. To sum up the purport of these remarks—

- (1) In so far as my limited connection with famine measures enables me to formulate conclusions, I venture to think that the large numbers on relief in the Nagar District at an early stage of the distress were to a certain extent fictitious, their presence being induced by the number of small works opened and the system of payment for children.
- (2) The dole system is very difficult to work with sufficient circumspection.
- (3) The results of the relief measures were completely satisfactory in so far as the protection of the people from the effects of crop failure and high prices was concerned, even though from the point of view of economy the measures were somewhat in excess of requirements, assuming that persons who could otherwise support themselves for a time should not be given relief.
- (4) The assumption which seems to colour the conclusions of the Famine Commission, *viz.*, that relief measures are not popular, seems now not to apply to the same extent as formerly.
- (5) The people have undoubtedly been impressed by the readiness of Government to open relief and the complete system for securing them against starvation.
- (6) The method of granting assistance by loans to agriculturists during the scarcity seems to show that a more efficient organization is desirable for this purpose, as much in ordinary years as in famine periods.

(President.)—What was your charge?—I was Personal Assistant to the Collector of Ahmednagar, and, in addition to my duties as such, I also held charge of the Nagar Taluka. The poor-house opened near Ahmednagar city was also in my charge.

What class of people had you there?—The inmates were largely composed of Mhars, Mangs and weavers.

(Mr. Holderness.)—Were they professional weavers?—Yes, to a certain extent.

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Mr. R. E. Enthoven. Did they seem to be in bad condition?—Except in a few exceptional cases the inmates were in fair condition.

2nd Mar. 1898. Did you come across worse cases?—I remember two bad cases, one was that of a weaver who was turned out of the poor-house because he refused to go to the works when ordered to do so. He came back to the poor-house after a certain interval and was re-admitted on account of his emaciated condition. The other was a man who arrived in a very emaciated condition and died at the poor-house.

Did you see other cases on the works?—Not on the works. I saw a few very thin, emaciated children, the victims of starvation.

When the signs of privation were few?—It must be remembered that my experience was confined to the Nagar Taluka; but within those limits I did not come across many.

Under paragraph 4 of your note you say there are many ways in which Mhars and Mangs can obtain work, such as cutting and carrying fodder and fuel. Was there much fodder to cut?—I have expressed myself carelessly. I meant cutting fuel and carrying fodder. For some little time work of this description was available to a certain extent.

What is the ordinary amount of fuel they can carry?—Head-loads of fuel which fetch a few annas in the bazar.

Do you think that, grain being so dear, they could have supported themselves on this sum? I think so. The husband is assisted by his wife and further the children who can work carry small head-loads.

Then why should they leave their work and go to the relief works?—They were drawn there, I think, by the prospect of regular pay for a long period during which their families were provided for. The lower classes in this neighbourhood generally have a large number of children. I can, for instance, quote a case of a man who brought 14 children of his own to my office. He proposed to send 10 to the works, leaving the other four in the village.

Did the opening of kitchens take away some of the popularity of the works?—I certainly think so. The owner of a large family made a good profit out of the system of cash payments for each child unfit to work.

Were there many of the lower classes?—Yes, the workers were mostly Mhars and Mangs.

What happened to the people who refused to be drafted to distant works?—They always tried to get taken on at the same work again. Large numbers disappeared on the way to the new work, and they generally managed to get back to the original work, until it was found necessary to close to newcomers works from which drafting was being carried out.

Were they drafted to very long distances?—No. Thus Kapurvadi was 10 miles from Imampur from which people were drafted to it. The workers for the most part came from villages within 3 and 4 miles. Those who had come long distances from their homes were willing to move, if drafted.

Was residence on the work made compulsory?—Yes, but it could not be enforced. Those who lived near the work went home daily.

You think that if a man is drafted to a larger work and he refuses to travel 10 or 15 miles, the responsibility of Government as regards that man ceases?—I certainly think that some test such as his willingness to go this distance for employment is necessary. Otherwise, if relief is made too easy, he will take advantage of you, and great abuses will arise.

Is it true that the people did not do sufficient work?—Yes, they simply refused to exert themselves and would usually fail to earn even the minimum wage. The children did most work. The information that I received from the Engineers was all to this effect.

And later on?—I think that when the works were concentrated at a later stage more satisfactory work was done.

On page 157 (under para. 4) you say that in many villages families were forced to live on one meal a day and a certain number endeavoured to subsist on roots and jungle produce—were these the people who refused to go to the relief works?—No, the former were mostly respectable people who were not well off. They made their resources last, by curtailing their meals. Some cultivators did the same. Those who ate roots were the lowest classes, accustomed to eat such produce, but they ordinarily add grain to it. The grain had to be given up in some cases. I think that cultivators can with advantage be given work near home at a late stage in a famine.

As regards the people in receipt of dole, were they not put on the register by the Mamlatdar?—Yes, the Mamlatdar used to make enquiries, and put on those who deserved to be assisted.

How many people had you on the register?—I can't say.

Chiefly women and children?—I think so, generally only women and children were brought to me; people came to me with the idea that Government was going to relieve their old, blind, and lame dependants as a matter of course.

Was it not possible to find out whether they had relatives to support them in ordinary times?—It is difficult to say in what condition their relations were; the old, lame and blind people for whom dole was claimed were people generally supported by the village.

Were kitchens useful?—Yes, I think very useful. I would prefer them to poor-houses. My experience is, however, limited.

Did you advance considerable sums?—Yes.

Were they mainly spent on wells?—Yes.

In paragraph 7 of your note you speak of certain defects with regard to tagai advances. How do you propose to remedy it in future?—Supposing a man wants Rs150 or more for a work, we should make enquiries, and if satisfied that that amount is required for the work, the whole amount required should be given: it is useless giving him less than what he actually wants; he can do nothing with it; either give him all he requires or do not give anything at all.

Could they strike water at a certain depth?—Yes, you can have data to go by, that at a certain depth you will strike water, and so the money can be profitably spent.

Do you think they take money to misapply it to some other purposes?—No, in all cases they wanted money for wells. I do not think the works will be finished unless the owners get the amount they want; and unless the money is obtained, the work done is useless.

You think the introduction of the Deccan Agriculturists' Relief Act prevented them from borrowing money from money-lenders, and that for that reason Government should be more generous? Was it harder for them to get loans in the days of distress?—I would not say that the introduction of the Deccan Agriculturists' Relief Act made it harder for them to get loans. I have been advocating more liberal loans for land improvement, and well improvement. I have known cases where people applied to the sowkars for loans to finish the works commenced with the money advanced by Government, simply because that advance was insufficient and they were refused unless the work was sold outright for a nominal sum.

In ordinary years they would get it without difficulty?—Possibly.

I understand money-lenders would not lend money with substantial security to carry on land improvements during famine. This being the case, why did the owners not wait to carry out such works after the famine?—The works were wells, and they would have been very useful if famine had lasted longer. There would have been a second failure of rain and so the wells would have been of great use.

If the wells were finished and the rain of 1897 had failed, would they have got water from these wells?—Yes, if they had finished the wells.

Are they finished now?—It is difficult to answer off-hand how many are finished, but the greater number are not yet finished.

Have you any special experience of weavers?—We had no special works for them, but I tried to assist the weavers of Ahmednagar and Bhingar by getting work for them in the Bombay mills, and put myself in communication with the Hon'ble Mr. Wadia, in Bombay, with a view to sending them to the Bombay mills or obtaining orders for their looms from Bombay; but meantime plague having broken out it was not possible to do anything for them. The Reverend Mr. Smith gave them some work.

Were their looms occupied?—Yes, but a certain number went to the works.

In most cases they got advances from sowkars?—I cannot say, but I was instrumental in getting work by means of the Charitable Funds. I got them yarn, etc., and gave them orders for cloth; I supplied about 500 looms at Ahmednagar and Bhingar, but all this could not have supported them more than a few months. There are 5,000 looms in Ahmednagar and Bhingar.

Do you think that if they had gone to Bombay they would have found work?—Yes, I think so, but owing to the plague the Hon'ble Mr. Wadia did not advise their being sent to Bombay.

What work would they have got in Bombay?—Weaving in the mills.

Has the weaving work recovered after the famine?—Yes. I often looked in at the weavers' quarters and found that their looms were at work.

Do you think the grants given to them during the famine sufficient?—Yes, I think their case was fully met by the advances made from the Famine Fund. Apart from that, I do not think anything more was necessary.

That set them back upon their trade?—Yes.

(*President.*)—With regard to what you said about the weavers, I noticed that the famine of 1876-77 destroyed the trade of these people?—I do not think so, but it is a fact that hand-weaving has fallen off steadily, until it has reached a point at which it is likely to remain; there are certain kinds of cloth likely to be demanded from hand-loom weavers for a long time. The effects of power-loom competition have restricted hand weavers to the production of these kinds only.

I suppose the poorer weavers who were driven to relief works will not be able to start again as weavers?—My experience of the relief-work weaver was that he was a weaver by caste and not by trade; a weaver with a loom and in tolerably good condition never went to the works.

(*Mr. Monteath.*)—From your experience of the Bombay Mills do you think it possible for Government to start a company of weavers?—I do not think Government could do that.

Do you think Government could establish works to assist the weavers?—I think not.

As regards tagai advances, people rather dislike interference of the local authorities as regards their wells, do they not?—I do not know of such objections, but I think it would be better if the authority who distributes the tagai advances could give them advice as to sites, etc.

Do they employ experts to find out water?—They employ the divining rod. I know that experts were called from Hyderabad (Deccan) to find sites for wells.

You advise that tagai should be extended?—Yes. The people are able to construct numerous useful works with economy. And I think much more could have been advanced at Ahmednagar. I think in normal years we could spend two to three lakhs on it.

Are the weavers concentrated in any particular locality?—Yes, in each district you have a locality where they generally live and work.

(*Mr. Bose.*)—Is it not possible to give special relief to weavers?—Well, we can always assist them in their profession by giving them orders for cloth.

Could we not start a scheme of this kind in Bombay or elsewhere?—I think it would be very difficult to run a scheme of this kind.

Would it be financially successful?—The financial success would be doubtful. It is a question of supervision, and the technical staff for this purpose is not as a rule available.

Mr. R. E. Enthoven.

2nd Mar. 1898.

Mr. N. C. SETNA, Secretary, Sholapur Municipality, called in and examined.

I put in a written statement of evidence.

With the exception of the following suggestions, I am respectfully of opinion, from what I have personally seen in the famine of 1876-77, and in the recent famine, and from what I heard from sources educated and otherwise, that during the recent famine Government opened famine works early in time, and thereby the lives of people were not only saved from starvation, but they remained on works in a healthy condition. The District officers moved often from place to place to inspect the conditions of the relief workers under their charge and to meet the reasonable grievances of them. In fact by their hard work nothing was left undone in alleviating the distress. Thus the labours of all the officers concerned proved to be most successful and the people of the district are sincerely grateful to them, as well as to the Government of His Excellency Lord Sandhurst for all they did for them in the late famine.

Regarding Takavi Advances to Cultivators.—I am of opinion that takavi advances be advantageously and freely made to reliable cultivators, in order to improve their lands by excavating wells in them. Such advances would not only improve the condition of the cultivators—their cattle would be saved and would not be required to be sold for such trifling a sum as 8 annas to Rs 2 per head, as was done in the recent famine, when even after about 5,000 head of cattle were purchased by the Charitable Bhatias, etc., 6,039 cattle were bought and slaughtered by the local butchers of Sholapur for mere skins. It should be left to the discretion of the highest official in charge of talukas to settle the amount to be paid to each cultivator as a takavi advance and the period of repayment of such loans be not under five and over ten years.

As to the construction of more Irrigation Tanks.—I am humbly of opinion, that notwithstanding the scanty fall of rain in 1896, and the consequent low level of water in the Ekruk tank, some of the cultivators, to whom water was supplied from the perennial canal, grew Kadwal crops in their lands and thereby about 3,000 milk and other cattle situated within the Sholapur Municipal limits and outside of it were not only saved from starvation but the price of *karbi* and grass fodder remained about 70 per cent. lower for a longer period than the rates which prevailed in other places of this, and other districts. Thus it was amply proved during the period of the late famine that even with the low level of water in the aforesaid tank and to the very limited area of land to which the water was given for cultivation, it has saved from starvation and destruction a number of lives and cattle. If the capacity of the said tank were larger and if water could have been given for cultivating a larger area, about twice or thrice the above number of cattle could have

been saved from the hands of butchers. The construction of tanks of larger capacities on selected and suitable sites during ordinary years would prove to be most beneficial to cultivators, especially in protecting themselves and their cattle during the years of famine.

As regards giving gratuitous relief by way of dole and cooked food.—I am of opinion that such relief should only be given in the shape of cooked food in poor-houses which should be established for the purpose. In cases where such dole was given without establishing a poor-house, the recipients as a matter of fact visited such places of the charitably inclined citizens who had either distributed grain or cooked food to them.

With regard to employing certain classes of people in their own crafts.—From my experience in connection with the weavers' shed established on a smaller scale in the past famine, I cannot but very strongly advocate the employment of weaver classes in their own crafts on a very large scale by Government during the time of famine for the following reasons:—

When prices of grain went up at the commencement of the recent famine, the weaver classes (Salees, Koshteas and Momins) were thrown out of their works, as they could not, in the absence of buyers, sell the cloth made by them. As the aforesaid classes, not being accustomed to any other kind of labour work, were the first to feel the effect of the distress.

At first it appeared to be doubtful as to whether it would be financially successful or otherwise if work were provided to the abovenamed classes in their own craft, but subsequently the Municipality had in November 1896, at the suggestion of their President, set aside Rs 2,000 for opening a Relief Weaving shed, and employing there such weavers as were not in a position to attend and work on the road relief works started by Government. The Collector agreed to bear half the expenditure of this undertaking out of the sum of Rs 2,000 placed at his disposal by Government.

Steps were taken to start the Relief Weaving shed in a building hired for the purpose. It was opened on the 4th December 1896. Printed statements I, II and III are appended hereto, showing the result of working of the said shed up to 31st December 1897, a period of twelve months and twenty-eight days, as under:—

Statement I shows the Receipts and Expenditure of the aforesaid period. It also shows that during the said period, 6,089 males, 4,537 females and 1,005 children over 7 years (total 11,631), were relieved and the success with which it worked.

Mr. N. C. Setna.

2nd Mar. 1898.

Mr. N. C. Setna.
 —
2nd Mar. 1898.
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Statement II shows the 69 different descriptions of cloth made at different wages for different process of work, the actual cost of each piece, the prices at which it was sold and the net profit realized after each piece, to meet house-rent, establishment and contingent charges.

Statement III shows the wages earned per day at task-work rate, by each weaver male, female, boy and girl. The task-work rates given in this statement is from half to one anna less than that the weavers used to get from the private weavers in ordinary times. The earning of each male, female and boy, is about the same as earned by people on

the road relief works where parents were paid for their non-working and sucking children, at the rates given in the Famine Relief Code.

Thus from the past experience of the work done at the Government and Municipal Relief Weaving shed at Sholapur, I am of opinion that during future famines, if Government were to employ the weaver classes in their own craft on a large scale, they would, without any doubt, recoup whole of the expenditure by selling the prepared cloth within about two or three years after the close of a famine.



Abstract of Receipts and Expenditure of the Government and Municipal Relief Weaving Shed at Sholapur from 4th December 1896 to 31st December 1897 during the period of Famine of 1896-97.

| RECEIPTS. | Amount. | Total. | Grand Total. | EXPENDITURE. | Amount. | Total. | Grand Total. |
|--|-------------|-------------|--------------|---|-------------|-------------|--------------|
| | R a. p. | R a. p. | R a. p. | | R a. p. | R a. p. | R a. p. |
| Received from the Huzur Treasury as contribution of Government | 1,104 14 10 | | | To amount paid as house-rent for 57 looms from 4th December 1896 to 31st December 1897 | 276 0 4 | | |
| Received from the Municipal Treasury as contribution of the Municipality | 2,000 0 0 | 3,104 14 10 | | To amount paid on account of different counts of yarn purchased | 2,785 12 9 | | |
| Received from the sale of cloth | 2,677 15 9 | | | To amount paid as task-work wages to weavers, namely, 6,089 males, 4,537 females and 1,005 children above 7 years. Total 11,631 | 1,221 2 11 | | |
| Received from the sale of yarn | 582 5 6 | | | To amount paid as contingent charges (purchase of Comb, etc.) | 108 3 6 | | |
| Miscellaneous receipts | 0 3 9 | 3,260 9 0 | | To amount paid as establishment charges | 248 5 8 | | |
| To balance of cloth in hand worth | 2,296 2 9 | | | To amount paid as cost of dyeing yarn with Indigo | 143 0 0 | 4,730 9 2 | |
| To balance of yarn in hand worth | 216 9 0 | 2,512 11 9 | | Add—Amount remained to be paid for yarn purchased, etc. | 933 14 0 | | |
| Total, Receipts | | | 8,878 3 7 | Amount to be paid back to Government | 1,104 14 10 | | |
| Deduct—Expenditure | | | | Amount to be paid back to the Municipality | 2,000 0 0 | 4,038 12 10 | |
| Net Probable saving | | | 108 13 7 | | | | 8,769 6 0 |

N. CURSETJI SETNA,

Secretary, Weavers' Committee,
Sholapur Municipality.

GOVIND KRISHNA,

Chairman, Weavers' Committee,
Sholapur Municipality.

Mr. N. C.
Setna.
—
2nd Mar.
1898.
—

SHOLAPUR WEAVER COMMITTEE'S OFFICE ; }
The 15th February 1898.

**Mr. N. C.
Botna.**

2nd Mar.
1898.

II.

*Statement showing the different descriptions of cloth made by task-work rates at the
31st December 1897 during*

| Serial Number. | Count of yarn used in weaving and the different descriptions of cloth made. | Length and width of each piece in | | Weight of undyed and dyed yarn used in | | | Cost of undyed and dyed yarn used in weaving a piece. | Wages of warping yarn. |
|----------------|---|-----------------------------------|-----|--|-----------|-----------|---|------------------------|
| | | | | Warping. | Weaving. | Total. | | |
| | | | | | | | | |
| | | Yds. | In. | Lbs. ozs. | Lbs. ozs. | Lbs. ozs. | R. a. p. | A. p. |
| 1 | No. 10×10 single, white khadi . . . | 14 | 36 | 2 3 | 2 3 | 4 6 | 1 6 0 | 0 11 |
| 2 | " 10×6 . . . | 14 | 36 | 2 8 | 3 0 | 5 8 | 1 11 6 | 1 0 |
| 3 | " 10×10 single, white panchas, 4 Nos. . . | 14 | 40 | 2 12 | 2 8 | 5 4 | 1 12 3 | 1 3 |
| 4 | " 10×10 single, blue cross stripe check cloth . . . | 14 | 34 | 2 4 | 2 4 | 4 8 | 1 9 3 | 0 11 |
| 5 | " 10×10 single, blue stripe cloth . . . | 14 | 36 | 2 4 | 2 4 | 4 8 | 1 9 3 | 0 11 |
| 6 | " 10×10 single white khadi . . . | 11½ | 32 | 1 11 | 1 9 | 3 4 | 1 1 7 | 0 8 |
| 7 | " 10×10 double, white khadi . . . | 13½ | 36 | 5 0 | 2 8 | 7 8 | 2 5 6 | 2 0 |
| 8 | " 10×10 . . . | 10½ | 32 | 3 8 | 2 0 | 5 8 | 1 13 9 | 1 5 |
| 9 | " 10×10 double, blue dyed police dress cloth . . . | 12 | 30 | 3 7 | 2 0 | 5 7 | 2 2 10 | 1 5 |
| 10 | " 6×6 single, white khadi . . . | 13½ | 36 | 4 1 | 2 8 | 6 9 | 2 0 10 | 1 0 |
| 11 | " 6×6 single, blue dyed zajam cloth . . . | 13½ | 36 | 4 1 | 2 8 | 6 9 | 3 3 2 | 1 0 |
| 12 | " 14×14 double, white khadi . . . | 13½ | 36 | 3 10 | 2 8 | 6 2 | 2 1 1 | 1 10 |
| 13 | " 14×14 double, blue dyed zajam cloth . . . | 13½ | 34 | 3 10 | 2 8 | 6 2 | 3 2 3 | 1 10 |
| 14 | " 20×20 double, red and blue stripe cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 10 10 | 1 0 |
| 15 | " 20×20 double, blue stripe check cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 13 4 | 1 0 |
| 16 | " 20×20 double, red and blue stripe check cloth . . . | 12 | 36 | 2 0 | 2 10 | 4 0 | 1 13 4 | 1 0 |
| 17 | " 20×20 double, blue triple dotted stripe cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 11 8 | 1 0 |
| 18 | " 20×20 double, two red stripe check cloth . . . | 12 | 36 | 2 0 | 1 14 | 3 14 | 1 12 3 | 1 0 |
| 19 | " 20×20 double, one red stripe check cloth . . . | 12 | 36 | 2 0 | 1 15 | 3 15 | 1 13 1 | 1 0 |
| 20 | " 20×20 double, one blue stripe check cloth . . . | 12 | 36 | 2 0 | 1 15 | 3 15 | 1 13 1 | 1 0 |
| 21 | " 20×20 double, blue stripe check cloth . . . | 12 | 36 | 2 0 | 1 14 | 3 14 | 1 15 6 | 1 0 |
| 22 | " 20×20 double, blue (mattress) check cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 2 3 5 | 1 0 |
| 23 | " 20×20 double red and blue (mattress) check cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 2 3 5 | 1 0 |
| 24 | " 20×20 double, blue (mattress) check cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 2 3 5 | 1 0 |
| 25 | " 20×20 double, red and blue stripe check cloth . . . | 12 | 36 | 2 0 | 1 15 | 3 15 | 1 13 1 | 1 0 |
| 26 | " 20×20 double, red and blue stripe check cloth . . . | 12 | 36 | 2 0 | 1 15 | 3 15 | 1 13 1 | 1 0 |
| 27 | " 20×20 double, red stripe cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 11 8 | 1 0 |
| 28 | " 20×20 double, red and blue stripe cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 11 8 | 1 0 |
| 29 | " 20×20 double, blue stripe cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 11 8 | 1 0 |
| 30 | " 20×20 double, double dotted blue stripe cloth . . . | 12 | 36 | 2 0 | 1 15 | 3 15 | 1 13 1 | 1 0 |
| 31 | " 20×20 double, blue single dotted check cloth . . . | 12 | 36 | 2 0 | 1 15 | 3 15 | 1 13 1 | 1 0 |
| 32 | " 20×20 double, red single dotted stripe cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 11 8 | 1 0 |
| 33 | " 20×20 double, blue single dotted stripe cloth . . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 11 8 | 1 0 |
| 34 | " 14×14 single, blue stripe check cloth . . . | 12 | 36 | 1 8 | 1 8 | 3 0 | 1 5 6 | 0 9 |
| 35 | " 14×14 . . . | 12 | 36 | 1 8 | 1 8 | 3 0 | 1 5 6 | 0 9 |
| 36 | " 14×14 . . . | 12 | 36 | 1 8 | 1 8 | 3 0 | 1 3 3 | 0 9 |
| 37 | " 14×14 . . . | 12 | 36 | 1 8 | 1 8 | 3 0 | 1 3 3 | 0 9 |
| 38 | " 14×14 double, blue stripe check cloth . . . | 13 | 30 | 2 13 | 2 13 | 5 10 | 2 1 7 | 1 4 |
| 39 | " 14×14 double, two blue stripe check cloth . . . | 13 | 30 | 2 13 | 2 13 | 5 10 | 2 1 7 | 1 4 |
| 40 | " 30×30 double, white sheeting cloth . . . | 15 | 47 | 3 6 | 2 12 | 6 2 | 3 1 3 | 2 7 |
| 41 | " 20×20 double, red bordered white towels, 44 Nos. . . | 12 | 40 | 2 5 | 2 6 | 4 11 | 2 0 8 | 1 3 |
| 42 | " 6×6 single, large bath towels, No. 6 . . . | 11 | 39 | 3 12 | 2 4 | 6 0 | 2 0 5 | 1 0 |
| 43 | " 6×6 single, small bath towels, No. 10 . . . | 11 | 26 | 2 6 | 1 6 | 3 12 | 1 4 8 | 0 7 |
| 44 | " 6×6 single, small bath towels, No. 12 . . . | 11 | 22 | 2 0 | 1 3 | 3 3 | 1 1 7 | 0 6 |
| 45 | " 30×30 double, check cloth . . . | 12 | 36 | 1 12 | 1 10 | 3 6 | 1 15 10 | 1 7 |
| 46 | " 30×30 double, two blue dotted lines check cloth . . . | 12 | 36 | 1 12 | 1 10 | 3 6 | 1 13 1 | 1 7 |
| 47 | " 30×30 single, white dhotar joda . . . | 11 | 48 | 1 4 | 1 4 | 2 8 | 1 4 7 | 1 3 |
| 48 | " 30×20 single, dorawa white cloth . . . | 12 | 36 | 1 4 | 1 4 | 2 8 | 1 3 1 | 1 1 |
| 49 | " 20×20 single, blue check cloth . . . | 12 | 36 | 1 8 | 1 10 | 3 2 | 1 7 4 | 1 1 |
| 50 | " 20×20 single, red check cloth . . . | 12 | 36 | 1 8 | 1 10 | 3 2 | 1 9 10 | 1 1 |
| 51 | " 20×20 single, red stripe cloth . . . | 12 | 36 | 1 8 | 1 10 | 3 2 | 1 6 2 | 1 1 |
| 52 | " 20×20 single, white cloth . . . | 12 | 36 | 1 6 | 1 6 | 2 12 | 1 3 0 | 1 1 |
| 53 | " 6×6 single, white khadi . . . | 11 | 37 | 3 8 | 2 3 | 5 11 | 1 13 7 | 0 11 |
| 54 | " 6×6 . . . | 10 | 37 | 3 3 | 2 1 | 5 4 | 1 10 0 | 0 11 |
| 55 | " 20×10 single, white pancha cloth, 4-5 Nos. . . | 14 | 36 | 1 2 | 2 0 | 3 2 | 1 1 9 | 0 10 |

Government and Municipal Relief Weaving Shed at Skolapur from 4th December 1896 to the Famine of 1896-97.

Mr. N. C. Setna.

2nd Mar. 1898.

| Wages of sizing yarn. | Cost of size and of oil for comb. | Wages of joining warped and sized threads in comb. | Wages of opening yarn. | Wages of winding yarn on pirns. | Wages of weaving a piece of cloth. | Total actual cost of a piece of cloth. | Price at which each piece was sold. | Next profit realized after each piece to meet house-rent, establishment and miscellaneous charges. | REMARKS. |
|-----------------------|-----------------------------------|--|------------------------|---------------------------------|------------------------------------|--|-------------------------------------|--|----------|
| A. p. | A. p. | A. p. | A. p. | A. p. | R a. p. | R a. p. | R a. p. | A. p. | |
| 1 5 | 2 0 | 0 6 | 0 6 | 0 9 | 0 6 0 | 2 2 1 | 2 6 0 | 3 11 | |
| 1 0 | 2 1 | 0 6 | 0 6 | 0 8 | 0 6 0 | 2 7 3 | 2 10 0 | 2 9 | |
| 1 3 | 1 1 | 0 6 | 0 8 | 1 1 | 0 6 0 | 2 8 1 | 2 10 0 | 1 11 | |
| 1 0 | 0 11 | 0 6 | 0 7 | 0 10 | 0 6 0 | 2 4 0 | 2 8 0 | 4 0 | |
| 1 0 | 0 11 | 0 6 | 0 7 | 0 10 | 0 6 0 | 2 4 0 | 2 7 0 | 3 0 | |
| 0 8 | 0 10 | 0 6 | 0 5 | 0 7 | 0 5 0 | 1 10 3 | 1 12 0 | 1 9 | |
| 2 0 | 1 9 | 0 6 | 0 6 | 0 8 | 0 9 0 | 3 5 11 | 3 12 0 | 6 1 | |
| 1 5 | 1 3 | 0 6 | 0 5 | 0 6 | 0 6 0 | 2 9 3 | 2 11 0 | 1 9 | |
| 1 5 | 1 4 | 0 6 | 0 5 | 0 6 | 0 9 0 | 3 1 5 | 3 6 0 | 4 7 | |
| 1 0 | 2 2 | 0 6 | 0 5 | 0 7 | 0 9 0 | 2 15 6 | 3 4 0 | 4 6 | |
| 1 0 | 2 2 | 0 6 | 0 5 | 0 7 | 0 9 0 | 4 1 10 | 4 6 0 | 4 2 | |
| 1 10 | 1 2 | 0 6 | 0 7 | 0 9 | 0 9 0 | 3 0 9 | 3 6 0 | 5 3 | |
| 1 10 | 1 2 | 0 6 | 0 7 | 0 9 | 0 9 0 | 4 1 11 | 4 5 0 | 3 1 | |
| 1 0 | 0 8 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 6 3 | 2 12 0 | 5 9 | |
| 1 0 | 0 8 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 9 | 2 13 0 | 4 3 | |
| 1 0 | 0 8 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 9 | 2 13 0 | 4 3 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 7 1 | 2 12 0 | 4 11 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 8 | 0 7 0 | 2 7 8 | 2 13 0 | 5 4 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 7 | 2 13 0 | 4 5 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 7 | 2 13 0 | 4 5 | |
| 1 0 | 0 8 | 0 6 | 0 6 | 0 8 | 0 7 0 | 2 10 10 | 2 14 0 | 3 2 | |
| 1 0 | 0 8 | 0 6 | 0 6 | 0 9 | 0 8 0 | 2 15 10 | 3 2 0 | 2 2 | |
| 1 0 | 0 8 | 0 6 | 0 6 | 0 9 | 0 8 0 | 2 15 10 | 3 2 0 | 2 2 | |
| 1 0 | 0 8 | 0 6 | 0 6 | 0 9 | 0 8 0 | 2 15 10 | 3 2 0 | 2 2 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 7 | 2 13 0 | 4 5 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 7 | 2 13 0 | 4 5 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 8 | 0 7 0 | 2 7 1 | 2 12 0 | 4 11 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 8 | 0 7 0 | 2 7 1 | 2 12 0 | 4 11 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 8 | 0 7 0 | 2 7 1 | 2 12 0 | 4 11 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 7 | 2 13 0 | 4 5 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 9 | 0 7 0 | 2 8 7 | 2 13 0 | 4 5 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 8 | 0 7 10 | 2 7 1 | 2 12 0 | 4 11 | |
| 1 0 | 0 9 | 0 6 | 0 6 | 0 8 | 0 7 10 | 2 7 1 | 2 12 0 | 4 11 | |
| 0 9 | 0 8 | 0 6 | 0 5 | 0 6 | 0 6 0 | 1 15 1 | 2 2 0 | 2 11 | |
| 0 9 | 0 8 | 0 6 | 0 5 | 0 6 | 0 6 0 | 1 15 1 | 2 2 0 | 2 11 | |
| 0 9 | 0 8 | 0 6 | 0 5 | 0 6 | 0 6 0 | 1 12 10 | 2 0 0 | 3 2 | |
| 0 9 | 0 8 | 0 6 | 0 5 | 0 6 | 0 6 0 | 1 12 10 | 2 0 0 | 3 2 | |
| 1 4 | 0 9 | 0 6 | 1 0 | 1 2 | 0 7 0 | 2 14 8 | 3 0 0 | 1 4 | |
| 1 4 | 0 9 | 0 6 | 1 0 | 1 2 | 0 7 0 | 2 14 8 | 3 0 0 | 1 4 | |
| 1 8 | 1 5 | 1 6 | 1 1 | 1 8 | 1 0 0 | 4 11 2 | 5 0 0 | 4 10 | |
| 1 3 | 0 10 | 0 6 | 1 2 | 1 5 | 0 8 0 | 2 15 1 | 3 2 0 | 3 11 | |
| 1 0 | 1 5 | 0 6 | 0 4 | 0 6 | 0 6 0 | 2 11 2 | 2 13 0 | 1 10 | |
| 0 7 | 0 11 | 0 3 | 0 5 | 0 8 | 0 4 0 | 1 12 1 | 1 14 0 | 1 11 | |
| 0 6 | 0 9 | 0 3 | 0 4 | 0 6 | 0 4 0 | 1 8 5 | 1 11 0 | 2 7 | |
| 1 1 | 1 0 | 1 0 | 0 10 | 1 2 | 0 8 0 | 2 14 6 | 3 0 0 | 1 6 | |
| 1 0 | 1 1 | 1 0 | 0 10 | 1 2 | 0 8 0 | 2 11 9 | 2 14 0 | 2 8 | |
| 0 10 | 0 11 | 1 6 | 1 0 | 1 0 | 0 13 0 | 2 8 1 | 2 10 0 | 1 11 | |
| 0 9 | 0 11 | 1 0 | 0 10 | 0 11 | 0 8 0 | 2 0 7 | 2 3 0 | 2 5 | |
| 0 10 | 0 10 | 1 0 | 0 10 | 0 10 | 0 8 0 | 2 4 9 | 2 7 0 | 2 3 | |
| 0 10 | 0 10 | 1 0 | 0 10 | 0 10 | 0 8 0 | 2 7 3 | 2 9 0 | 1 9 | |
| 0 10 | 0 10 | 1 0 | 0 10 | 0 10 | 0 8 0 | 2 3 7 | 2 5 0 | 1 5 | |
| 0 10 | 0 10 | 0 6 | 0 8 | 0 8 | 0 7 0 | 1 14 7 | 2 1 0 | 2 5 | |
| 1 6 | 1 3 | 0 6 | 0 4 | 0 6 | 0 6 0 | 2 8 7 | 2 10 0 | 1 5 | |
| 1 6 | 1 3 | 0 6 | 0 4 | 0 6 | 0 6 0 | 2 5 0 | 2 6 0 | 1 0 | |
| 0 9 | 0 10 | 0 6 | 0 6 | 0 9 | 0 6 0 | 1 11 11 | 2 0 0 | 4 1 | |

Mr. N. C.
Setna.

2nd Mar.
1898.

| Serial Number. | Count of yarn used in weaving and the different descriptions of cloth made. | Length and width of each piece in | | WEIGHT OF UNDYED AND DYED YARN USED IN | | | Cost of undyed and dyed yarn used in weaving a piece. | Wages of warping yarn. |
|----------------|---|-----------------------------------|-----|--|-----------|-----------|---|------------------------|
| | | | | Warping. | Weaving. | Total. | | |
| | | Yds. | In. | Lbs. ozs. | Lbs. ozs. | Lbs. ozs. | R a. p. | A. p. |
| 53 | No. 14×14 single, white pancha cloth, 4 Nos. . | 14 | 36 | 1 11 | 1 15 | 3 10 | 1 4 1 | 0 10 |
| 57 | „ 20×14 single, white sheeting cloth . . | 12 | 48 | 1 14 | 2 2 | 4 0 | 1 8 9 | 1 5 |
| 58 | „ 50×30 single, white uparne cloth, 5 Nos. . | 15 | 48 | 1 8 | 1 12 | 3 4 | 1 12 0 | 1 0 |
| 59 | „ 20×20 single, white dorwa cloth . . | 12 | 36 | 1 8 | 1 8 | 3 0 | 1 2 5 | 1 0 |
| 60 | „ 40×40 double, blue check cloth . . | 12 | 36 | 1 8 | 1 4 | 2 12 | 1 10 11 | 1 6 |
| 61 | „ 40×40 „ „ „ „ . . | 12 | 36 | 1 8 | 1 4 | 2 12 | 1 9 0 | 1 6 |
| 62 | „ 30×30 single, white pancha cloth, 3 Nos. . | 11 | 42 | 0 12 | 1 0 | 1 12 | 0 14 6 | 0 9 |
| 63 | „ 30×30 single, red stripe cloth. . . | 12 | 36 | 1 1 | 1 2 | 2 3 | 1 3 9 | 0 11 |
| 64 | „ 30×30 double, blue cloth . . . | 12 | 36 | 1 12 | 1 10 | 3 6 | 2 4 0 | 1 7 |
| 65 | „ 20×20 single, blue check cloth with white stripes. | 12 | 36 | 1 6 | 1 6 | 2 12 | 1 5 10 | 1 1 |
| 66 | „ 20×20 single, blue with red stripe check cloth. | 12 | 36 | 1 6 | 1 6 | 2 12 | 1 5 10 | 1 1 |
| 67 | „ 20×20 double, white cloth . . . | 12 | 36 | 2 10 | 1 14 | 3 14 | 1 10 7 | 1 0 |
| 68 | „ 20×20 double, blue white with red stripe cloth. | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 15 6 | 1 0 |
| 69 | „ 20×20 double, blue white cloth . . | 12 | 36 | 2 0 | 2 0 | 4 0 | 1 14 2 | 1 0 |

| Wages of sizing yarn. | Cost of size and of oil for comb. | Wages of joining warped and sized threads in comb. | Wages of opening yarn. | Wages of winding yarn on pirus. | Wages of weaving a piece of cloth. | Total actual cost of a piece of cloth. | Price at which each piece was sold. | Net profit realised after each piece to meet house-rent establishment and miscellaneous charges. | REMARKS. |
|-----------------------|-----------------------------------|--|------------------------|---------------------------------|------------------------------------|--|-------------------------------------|--|----------|
| A. p. | A. p. | A. p. | A. p. | A. p. | R a. p. | R a. p. | R a. p. | A. p. | |
| 0 10 | 0 8 | 0 6 | 0 7 | 0 9 | 0 6 0 | 1 14 3 | 2 0 0 | 1 9 | |
| 1 0 | 1 0 | 1 0 | 0 8 | 0 10 | 0 10 0 | 2 8 8 | 2 11 0 | 3 4 | |
| 1 0 | 1 0 | 1 6 | 1 6 | 1 6 | 1 4 0 | 3 8 0 | 3 11 0 | 3 0 | |
| 0 10 | 0 11 | 0 6 | 0 7 | 0 8 | 0 7 0 | 1 13 11 | 2 0 0 | 2 1 | |
| 1 0 | 1 0 | 1 6 | 0 8 | 1 0 | 0 8 0 | 2 9 7 | 2 13 0 | 3 5 | |
| 1 0 | 1 0 | 1 6 | 0 8 | 1 0 | 0 8 0 | 2 7 8 | 2 10 0 | 2 4 | |
| 0 7 | 0 8 | 1 0 | 0 9 | 0 9 | 0 8 0 | 1 11 0 | 1 14 0 | 3 0 | |
| 0 9 | 0 8 | 1 0 | 0 5 | 0 5 | 0 8 0 | 1 15 11 | 2 3 0 | 3 1 | |
| 1 2 | 0 11 | 1 0 | 0 10 | 1 2 | 0 8 0 | 3 2 8 | 3 5 0 | 2 4 | |
| 0 11 | 0 9 | 0 6 | 0 8 | 0 8 | 0 8 0 | 2 2 5 | 2 6 0 | 3 7 | |
| 0 11 | 0 9 | 0 6 | 0 8 | 0 8 | 0 8 0 | 1 2 5 | 2 6 0 | 3 7 | |
| 0 10 | 0 11 | 0 6 | 0 6 | 0 8 | 0 6 0 | 2 5 0 | 2 8 0 | 3 0 | |
| 0 10 | 0 11 | 0 6 | 0 6 | 0 8 | 0 6 0 | 2 9 11 | 2 13 0 | 3 1 | |
| 0 10 | 0 11 | 0 6 | 0 6 | 0 8 | 0 6 0 | 2 8 7 | 2 12 0 | 3 5 | |

N. CURSETJI SETNA,

Secretary, Weavers' Committee, Sholapur Municipality.

SHOLAPUR WEAVER COMMITTEE'S OFFICE ; }
The 16th February 1898. }

III.

Table showing the wages earned per day at task work rate by each weaver—male, female, boy and girl— at the Government and Municipal Relief Weaving Shed at Sholapur from 4th December 1896 to 31st December 1897, during the Famine of 1896-97.

Mr. N. C.
Setna.
2nd Mar.
1898.

| Count of yarn. | Pounds in a box of yarn. | Rate of warping one box of yarn. | | | | No. of pounds each weaver woman warped yarn in a day of 10 hours. | | | | Earning of each weaver woman from warping yarn per diem. | | | | Rate of sizing one box of yarn, exclusive of the cost of size. | | | | No. of pounds each weaver woman sized yarn in a day of 10 hours. | | | | Earning of each weaver woman from sizing yarn per diem. | | | | Rate of opening one box of yarn. | | | | No. of pounds each weaver woman opened yarn in a day of 10 hours. | | | | | |
|----------------|--------------------------|----------------------------------|-----|---------|-----|---|-----|---------|-----|--|-----|---------|-----|--|-----|---------|-----|--|----|---------|-----|---|----|---------|-----|----------------------------------|-----|---------|-----|---|-----|---------|----|-----|-----|
| | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | | |
| | | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | | | | |
| 6 | 10 | 4 | 2 | 6 | ... | 7 | 8 | ... | ... | 4 | 1 | 10 | ... | ... | 4 | 0 | ... | ... | 5 | 0 | ... | ... | 4 | 2 | 0 | ... | ... | 1 | 6 | ... | ... | 12 | 8 | ... | ... |
| 10 | 10 | 4 | 0 | ... | ... | 5 | 0 | ... | ... | 2 | 0 | ... | ... | ... | 4 | 0 | ... | ... | 5 | 0 | ... | ... | 2 | 0 | ... | ... | 2 | 6 | 2 | 0 | 7 | 8 | 10 | 0 | |
| 14 | 10 | 6 | 0 | 5 | 0 | 3 | 8 | 4 | 0 | 2 | 1 | 2 | 0 | 4 | 0 | 4 | 0 | 5 | 0 | 5 | 0 | 2 | 0 | 2 | 0 | 3 | 0 | 2 | 6 | 6 | 0 | 7 | 8 | | |
| 20 | 10 | 7 | 0 | 5 | 0 | 2 | 8 | 4 | 0 | 1 | 9 | 2 | 0 | 5 | 0 | 4 | 0 | 4 | 0 | 5 | 0 | 2 | 0 | 2 | 0 | 5 | 0 | 2 | 6 | 4 | 0 | 7 | 8 | | |
| 30 | 10 | 10 | 0 | 7 | 6 | 2 | 0 | 2 | 11 | 2 | 0 | 2 | 0 | 7 | 6 | 5 | 6 | 3 | 5 | 4 | 0 | 2 | 6 | 2 | 2 | 7 | 6 | 2 | 9 | 2 | 11 | 5 | 0 | | |
| 40 | 10 | ... | ... | 10 | 0 | ... | ... | 2 | 0 | ... | ... | 2 | 0 | ... | ... | 7 | 6 | ... | 2 | 8 | ... | ... | 1 | 11 | ... | ... | 5 | 0 | ... | ... | 3 | 8 | | | |

| Count of yarn. | Pounds in a box of yarn. | Earning of each weaver woman from opening yarn per diem. | | | | Rate of winding on pins one box of yarn. | | | | No. of pounds each weaver woman wound yarn on pins in a day of 10 hours. | | | | Earning of each weaver woman from winding yarn on pins per diem. | | | | Rate of joining threads in comb with warped and sized yarn. | | | | No. of combs into which threads joined by each weaver boy in a day of 10 hours. | | | | Wages earned by each weaver boy over 7 years by joining threads into comb per diem. | | | | REMARKS. |
|----------------|--------------------------|--|-----|---------|-----|--|-----|---------|-----|--|-----|---------|-----|--|-----|---------|-----|---|---------|---------|---------|---|---------|---------------|---------|---|----|-----|-----|----------|
| | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | Single. | | Double. | | Single. | Double. | Single. | Double. | Single. | Double. | Single. | Double. | | | | | |
| | | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | A. | p. | | | | | | | | | | | | | |
| 6 | 10 | 1 | 11 | ... | ... | ... | 3 | ... | ... | 10 | 0 | ... | ... | 2 | 3 | ... | ... | 0 | 6 | ... | ... | 2 | 0 | ... | ... | 1 | 0 | ... | ... | |
| 10 | 10 | 1 | 11 | 2 | 0 | 3 | 6 | 2 | 6 | 5 | 0 | 7 | 8 | 1 | 9 | 1 | 11 | 0 | 6 | 0 | 6 | 2 | 0 | 2 | 0 | 1 | 0 | 1 | 0 | |
| 14 | 10 | 1 | 10 | 1 | 11 | 3 | ... | 3 | 0 | 6 | 0 | 7 | 0 | 2 | 1 | 2 | 1 | 0 | 6 | 0 | 6 | 2 | 0 | 2 | 0 | 1 | 0 | 1 | 0 | |
| 20 | 10 | 2 | 0 | 1 | 11 | 5 | ... | 3 | 0 | 4 | 0 | 6 | 0 | 2 | 0 | 1 | 11 | 1 | 0 | 0 | 9 | 1 | 0 | 1 | 0 | 1 | 0 | 0 | 9 | |
| 30 | 10 | 2 | 0 | 1 | 11 | 7 | ... | 4 | 6 | 2 | 10 | 4 | 0 | 2 | 0 | 1 | 10 | 1 | 3 | 1 | 0 | $\frac{1}{4}$ | 0 | $\frac{3}{4}$ | 0 | 0 | 11 | 0 | 9 | |
| 40 | 10 | ... | ... | 1 | 9 | ... | ... | 7 | 6 | ... | ... | 2 | 8 | ... | ... | 1 | 11 | ... | 1 | 0 | ... | ... | 1 | 0 | ... | ... | 1 | 0 | | |

Mr. N. C.
Setna.

2nd Mar.
1898.

III—continued.

| Serial No. | Count of yarn used in weaving and the different descriptions of cloth made. | Length and width of each piece in | | Weight of undyed and dyed yarn used in weaving a piece. | Rate of weaving each piece. | Number of days within which each male weaver wove a piece of cloth. | | Wages earned by each male weaver per diem. | | REMARKS. |
|---------------|--|---|------|--|-----------------------------------|--|----|--|--------|----------|
| | | | | | | From | To | From | To | |
| | | Yds. | Ins. | Lbs. Ozs. | R. a. p. | | | Rs. p. | Rs. p. | |
| 1 | No. 10×10 single, white khadi . | 14 | 36 | 4 6 | 0 6 0 | 1½ | 2 | 3 0 | 4 0 | |
| 2 | " 10×6 " " " . | 14 | 36 | 5 8 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 3 | " 10×10 single, white panchas, 4 Nos. . | 14 | 40 | 5 4 | 0 6 0 | 2 | 2½ | 2 3 | 3 0 | |
| 4 | " 10×10 single, blue cross stripe check cloth . | 14 | 36 | 4 8 | 0 6 0 | 2 | 2½ | 2 3 | 3 0 | |
| 5 | " 10×10 single, blue stripe cloth . | 14 | 36 | 4 8 | 0 6 0 | 2 | 2½ | 2 3 | 3 0 | |
| 6 | " 10×10 single, white khadi . | 11½ | 32 | 3 4 | 0 5 0 | 1½ | 2 | 2 6 | 3 4 | |
| 7 | " 10×10 double, white khadi . | 13¾ | 36 | 7 8 | 0 9 0 | 2½ | 3 | 3 0 | 3 9 | |
| 8 | " 10×10 " " " . | 10½ | 32 | 5 8 | 0 6 0 | 2 | 2½ | 2 3 | 3 0 | |
| 9 | " 10×10 double, blue dyed police dress cloth . | 12 | 30 | 5 7 | 0 9 0 | 2½ | 3 | 3 0 | 3 7 | |
| 10 | " 6×6 single, white khadi . | 13½ | 36 | 6 9 | 0 9 0 | 2½ | 3 | 3 0 | 3 7 | |
| 11 | " 6×6 single, blue dyed zalam cloth . | 13½ | 36 | 6 9 | 0 9 0 | 2½ | 3 | 3 0 | 3 7 | |
| 12 | " 14×14 double, white khadi . | 13¾ | 36 | 6 2 | 0 9 0 | 2½ | 3 | 3 0 | 3 7 | |
| 13 | " 14×14 double, blue dyed zalam cloth . | 13¾ | 30 | 6 2 | 0 9 0 | 2½ | 3 | 3 0 | 3 7 | |
| 14 | " 20×20 double, red and blue stripe cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 15 | " 20×20 double, blue stripe check cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 16 | " 20×20 double, red and blue stripe check cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 17 | " 20×20 double, blue triple dotted stripe cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 18 | " 20×20 double, two red stripe check cloth . | 12 | 36 | 3 14 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 19 | " 20×20 double, one red stripe check cloth . | 12 | 36 | 3 15 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 20 | " 20×20 double, one blue stripe check cloth . | 12 | 36 | 3 15 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 21 | " 20×20 double, blue stripe check cloth . | 12 | 36 | 3 14 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 22 | " 20×20 double, blue (mattress) check cloth . | 12 | 36 | 4 0 | 0 8 0 | 2½ | 3 | 2 6 | 2 8 | |
| 23 | " 20×20 double, red and blue (mat- tress) . | 12 | 36 | 4 0 | 0 8 0 | 2½ | 3 | 2 6 | 2 8 | |
| 24 | " 20×20 double, blue (mattress) cloth . | 12 | 36 | 4 0 | 0 8 0 | 2½ | 3 | 2 6 | 2 8 | |
| 25 | " 20×20 double, red and blue stripe check cloth . | 12 | 36 | 3 15 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 26 | " 20×20 double, red and blue stripe check cloth . | 12 | 36 | 3 15 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 27 | " 20×20 double, red stripe cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 28 | " 20×20 double, red and blue stripe cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 29 | " 20×20 double, blue stripe cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 30 | " 20×20 double, double dotted blue stripe check . | 12 | 36 | 3 15 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 31 | " 20×20 double, blue single dotted check cloth . | 12 | 36 | 3 15 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 32 | " 20×20 double, red single dotted stripe cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 33 | " 20×20 double, blue single dotted stripe cloth . | 12 | 36 | 4 0 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 34 | " 14×14 single, blue stripe check cloth . | 12 | 36 | 3 0 | 0 6 0 | 2 | 2½ | 2 9 | 3 0 | |
| 35 | " 14×14 single, blue stripe check cloth . | 12 | 36 | 3 0 | 0 6 0 | 2 | 2½ | 2 9 | 3 0 | |
| 36 | " 14×14 single, blue stripe check cloth . | 12 | 36 | 3 0 | 0 6 0 | 2 | 2½ | 2 9 | 3 0 | |

III—concluded.

| Serial Number. | Count of yarn used in weaving and the different descriptions of cloth made. | Length and width of each piece in | | Weight of undyed and dyed yarn used in weaving a piece. | Rate of weaving each piece. | Number of days within which each male weaver wove a piece of cloth. | | Wages earned by each male weaver per diem. | | REMARKS. |
|----------------|---|-----------------------------------|------|---|-----------------------------|---|----|--|-------|----------|
| | | | | | | From | To | From | To | |
| | | Yds. | Ins. | Lbs. Ozs. | R. a. p. | | | A. p. | A. p. | |
| 37 | No. 14×14 single, blue stripe check cloth | 12 | 36 | 3 0 | 0 6 0 | 2 | 2½ | 2 9 | 3 0 | |
| 38 | „ 14×14 double, blue stripe check cloth | 13 | 30 | 5 10 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 39 | „ 14×14 double, two blue stripe check cloth | 13 | 30 | 5 10 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 40 | „ 30×30 double, white sheeting cloth | 15 | 47 | 6 2 | 1 0 0 | 3½ | 4 | 4 0 | 4 7 | |
| 41 | „ 20×20 double, red bordered white towels, 44 Nos. | 12 | 40 | 4 11 | 0 8 0 | 2 | 2½ | 3 2 | 4 0 | |
| 42 | „ 6×6 single, large bath towels, No. 6 | 11 | 39 | 6 0 | 0 6 0 | 2 | 2½ | 2 2 | 3 0 | |
| 43 | „ 6×6 single, small bath towels, No. 10 | 11 | 28 | 9 12 | 0 4 0 | 1 | 1½ | 2 8 | 4 0 | |
| 44 | „ 6×6 single, small bath towels, No. 12 | 11 | 22 | 3 3 | 0 4 0 | 1 | 1½ | 2 8 | 4 0 | |
| 45 | „ 30×30 double, blue check cloth | 12 | 36 | 3 6 | 0 8 0 | 2½ | 3 | 2 8 | 3 2 | |
| 46 | „ 30×30 double, two blue dotted lines check cloth | 12 | 36 | 3 6 | 0 8 0 | 2½ | 3 | 2 8 | 3 2 | |
| 47 | „ 30×30 single, white Dhotar Joda | 11 | 48 | 2 8 | 0 13 0 | 4 | 4½ | 3 1 | 3 3 | |
| 48 | „ 30×20 single, Dorwa white cloth | 12 | 36 | 2 8 | 0 8 0 | 2½ | 3 | 2 8 | 3 2 | |
| 49 | „ 20×20 single, blue check cloth | 12 | 36 | 3 2 | 0 8 0 | 2½ | 3 | 2 8 | 3 2 | |
| 50 | „ 20×20 single, red check cloth | 12 | 36 | 3 2 | 0 8 0 | 2½ | 3 | 2 8 | 3 2 | |
| 51 | „ 20×20 single, red stripe cloth | 12 | 36 | 3 2 | 0 8 0 | 2½ | 3 | 2 8 | 3 2 | |
| 52 | „ 20×20 single, white cloth | 12 | 36 | 2 12 | 0 7 0 | 2 | 2½ | 2 9 | 3 6 | |
| 53 | „ 6×6 single, white khadi | 11 | 37 | 5 0 | 0 6 0 | 1½ | 2 | 3 0 | 3 5 | |
| 54 | „ 6×6 „ „ | 10 | 37 | 4 8 | 0 6 0 | 1½ | 2 | 3 0 | 3 5 | |
| 55 | „ 20×10 single, white pancha cloth, 4—5 Nos. | 14 | 36 | 3 2 | 0 6 0 | 2½ | 3 | 2 0 | 2 5 | |
| 56 | „ 14×14 single, white pancha cloth, 4 Nos. | 14 | 36 | 3 9½ | 0 6 0 | 2½ | 3 | 2 0 | 2 5 | |
| 57 | „ 20×14 single, white sheeting cloth | 12 | 48 | 4 0 | 0 10 0 | 2½ | 3 | 3 4 | 4 0 | |
| 58 | „ 30×30 single, white uparne cloth, 5 Nos. | 15 | 48 | 3 4 | 1 4 0 | 4½ | 5 | 4 0 | 4 5 | |
| 59 | „ 20×20 single, white dorawa cloth | 12 | 36 | 3 0 | 0 7 0 | 2½ | 3 | 2 6 | 2 10 | |
| 60 | „ 40×40 double, blue check cloth | 12 | 36 | 2 12 | 0 8 0 | 3 | 3½ | 2 5 | 2 8 | |
| 61 | „ 40×40 double, blue check cloth | 12 | 36 | 2 12 | 0 8 0 | 3 | 3½ | 2 5 | 2 8 | |
| 62 | „ 30×30 single, white pancha cloth, 3 Nos. | 11 | 42 | 1 12 | 0 8 0 | 2 | 2½ | 3 2 | 4 0 | |
| 63 | „ 30×30 single, red stripe cloth | 12 | 36 | 2 3 | 0 8 0 | 2 | 2½ | 3 2 | 4 0 | |
| 64 | „ 30×30 double, blue cloth | 12 | 36 | 3 6 | 0 8 0 | 2 | 2½ | 3 2 | 4 0 | |
| 65 | „ 20×20 single, blue check cloth with white stripes | 12 | 36 | 2 12 | 0 8 0 | 2 | 2½ | 3 2 | 4 0 | |
| 66 | „ 20×20 single, blue with red stripe check cloth | 12 | 36 | 2 12 | 0 8 0 | 2 | 2½ | 3 2 | 4 0 | |
| 67 | „ 20×20 double, white cloth | 12 | 36 | 3 14 | 0 6 0 | 1½ | 2 | 3 0 | 4 0 | |
| 68 | „ 20×20 double, blue white with red stripe cloth | 12 | 36 | 4 0 | 0 6 0 | 1½ | 2 | 3 0 | 4 0 | |
| 69 | „ 20×20 double, blue white cloth | 12 | 36 | 4 0 | 0 6 0 | 1½ | 2 | 3 0 | 4 0 | |

Mr. N. C.
Setna.2nd Mar.
1898.

SHOLAPUR WEAVER COMMITTEE'S }
OFFICE ;
The 17th February 1898.
Bom.

N. CURSETJI SETNA,
Secretary, Weavers' Committee,
Sholapur Municipality.

Mr. N. C. Setna. (President).—You are the Secretary to the Sholapur Municipality?—Yes, sir.

2nd Mar. 1898. You have seen the famines of 1876-77 and 1896-97?—Yes.

Where were you in 1876-77?—At Ahmednagar.

You think if more wells were in existence cattle would have lived?—Yes, sir.

What is the *kadwal* crop, referred to in your note?—It is a kind of green crop, without "corn" grown in the hot weather, and used in a greenish state for cattle.

When you say in your note that "gratuitous relief" should be given in the shape of cooked food, you refer to the Sholapur town?—Yes, sir.

In what shape did you give relief to respectable classes, *parda nashins* and others?—They were given cash.

You speak of "Municipal Relief weaving sheds" Why was it necessary to have sheds?—The middle classes of weavers who employed labour found in many cases that the men employed by them did not return the tools, etc., and in order to avoid abuses we established sheds.

How were their wages calculated?—At different rates according to work. Statements II and III appended to my written evidence show the rates.

(Mr. Holderness).—With respect to your statements II and III, will you please say what "double" and "single" mean?—It refers to yarn; the cloth was woven with "single" or "double" yarn.

A woman who worked double yarn was paid more?—Yes, a woman earned 1 anna 11 pies on single and 2 annas on double yarn work.

Did you pay them daily?—According to the work done every 3 or 4 days.

Who supplied them with looms and other materials?—Nothing belonged to the weavers; we supplied everything.

According to your statements you made some slight profit. Was the cloth sold?—Yes, there was no loss. We have, however, cloth worth Rs2,296-2-9 on hand still for disposal.

Do you think you will get a sale for the balance of the cloth on hand?—Yes, but for the plague we would have disposed of it long ago. The prices are now higher.

Then you will sell the cloth at higher rates?—Yes.

What is your idea about starting such works in future?—If Government undertakes them on a large scale it will give great relief to the people and will be a profitable concern.

Do you think Government will undertake such works in future?—If not Government, the Municipality will have to undertake the work.

Was this scheme on a small scale?—Yes, sir; a suggestion was made by the Municipality that Government should try this form of relief on a larger scale.

Was it not open to the Municipality to do that?—Yes, but we had no money. We had a loan of Rs5,000 from Government; we took the full amount of this loan but had to spend a part of it on plague operations. But we have done work worth nearly Rs8,800.

Do you think, from the experience the Municipality had of this kind of work in the present famine, that they will undertake similar work in the next?—Yes, I think so; they must take care of their people.

How many people did you employ?—Eleven thousand six hundred and thirty-one were on the works.

How many did you employ daily?—Twenty-five on an average.

(Mr. Monteath).—What was the actual amount earned by each family?—About 5 to 6 annas or more.

(Mr. Bose).—Were they able to maintain themselves on that?—Yes.

Mr. W. T. MORISON, Collector of Bombay, called in and examined.

Mr. W. T. Morison. I put in a written statement of evidence.

2nd Mar. 1898. 1. I was in charge of the Sholapur District, as Collector, from January to December 1897, and the following notes are based on my experience of that time.

(A)

2. There were, in practice, very few important departures from the prescriptions of the Bombay Famine Code. I note below, in order of the sections, the only rules which I think were departed from.

Section 42.—There was never any *direct* interference by Government with private trade. But, throughout the famine, the Deputy Collector at head-quarters met the leading grain merchants every week and arranged with them the selling price of grain for the Tuesday market at Sholapur (which regulates prices throughout the district); and when a tendency to hold up stocks, and so force up prices, was observed, a charitable gentleman from Bombay—Mr. Virchand Deepchand—was induced by the Collector to open a cheap grain shop at Sholapur, where grain was sold every Tuesday in retail—not more than 1 rupee's worth to each purchaser—at a slightly cheaper price than the prevailing market rate, and never for more than cost price.

This was continued, under the Collector's patronage and with his assistance, throughout the season, and, I believe, helped much to steady prices and prevent violent fluctuations. The sales from the cheap shop were, of course, enormous, and Mr. Virchand had to bear a loss of over Rs25,000, I believe. But when the local dealers found that he was prepared to go on with his shop and sell to all comers, they concluded that it was useless to hold out for excessive profits, and reduced their rates to the cheap-shop price, or only very slightly over it. Consequently the cheap-shop price practically regulated the market rate.

Section 49.—Special Relief officers were not found necessary and none were appointed. The usual number of Sub-Divisional officers in the district is 2—this was increased to 4, and they with the Relief and ordinary Mamlatdars and the Circle Inspectors were found sufficient for village inspection and relief.

Section 50.—The permanent allowance of Rs100 for each Relief Mamlatdar was found to be insufficient and was raised to Rs500, I think.

Section 69.—During part of the famine, a rule was enforced that no applicant for work was to be received on any work within 10 miles of his residence. The object was to prevent mere idlers, who were not really in need of relief, crowding on our works. The rule was subsequently cancelled by the order of Government.

Section 82.—Payment was made throughout the famine only once a week.

Section 84 (a).—Payment, in advance, to new arrivals was very seldom made—only in case of persons actually starving and then, generally, from the Indian Famine Charitable Relief Fund. As a rule, new comers had either enough to subsist on till the first pay-day, or friends on the work who would support them till then.

Section 89.—The Sanitary Commissioner did not visit the district from January to December 1897, and all new works commenced during this period were opened without advice from him.

Section 90.—Special Civil officers did not receive magisterial powers. They were, in most cases, not men qualified to exercise them, and it was thought likely that if given powers, they would be inclined to spend, in trying trivial complaints, much time which could be more profitably spent by them in the open on the works. No inconvenience was experienced by their not being invested with powers. The relief workers were, as a rule, well behaved, and misconduct was punished by fine of wages or by expulsion from the work.

Section 95 and Chapter VIII.—Poor-houses were not found necessary and were not opened (except two small ones).

Section 136.—The 10 per cent. rule was found, in practice, to be wrong. The result of the whole year's experience is that, with kitchens opened and all regulations as to treatment of children strictly enforced, the percentage of children and dependents varies from 20 to 25 per cent. of the number of workers.

Section 150.—As a rule, special relief to *parda-nashin* women was given from the Indian Charitable Relief Fund and not by Government, and no work (e) was taken from them.

Section 151.—Though there are large numbers of weavers in the Sholapur District, and most of them were in distress during the year, they were not relieved by employment in their own work, except in the case of a few, about 50 or 60, for whom the Sholapur Municipality found employment, Government paying half of the net cost. For the other weavers, a light work—clearing out silt from an irrigation canal—was reserved and gave employment to a daily number varying from 500 to 2,000 throughout the year. This was near Sholapur town. Elsewhere weavers requiring relief went on to the ordinary works.

(B)

3. The whole of the Sholapur District, 4,542 square miles with a population of 750,689, was affected. The largest number relieved on any one day was about 130,000, or 17 per cent. of the total population. The total estimated expenditure was about 43 lakhs of rupees. As the result, not a single death from actual starvation was reported, and it is believed that none occurred. The total number of deaths reported for the year was considerably over the normal, and may be attributed to—

- (i) the strain of continued high prices which necessitated an inferior diet among the poor and so brought about deterioration of health ;
- (ii) exposure, especially of young children, to the sun and rain on the relief works ;
- (iii) cholera ;

but not to actual starvation. Viewed with regard to relief of distress and saving of human life, the relief operations must be said to have been signally successful. From the point of view of economy, I do not think they can be said to have been so successful. In the first place, owing to the rule that all applicants must be taken on without enquiry into their conditions, I believe that many, who were not in absolute need of relief, came to our works, especially during the first half of the year. And secondly, I think that much of the relief labour was applied to practically useless works.

(C)

4. The first point I would draw attention to is the preparation of the famine programme. When famine was declared in Sholapur, it was found that the works in the programme consisted almost entirely of road repairs and metal-collecting on roads which were already in sufficiently good repair for all the traffic they have to carry. Of the 43 lakhs expended during the year more than half must have been expended on such works, which are, I submit most respectfully, practically useless. A small annual sum has sufficed hitherto to keep these roads in repair, and nothing more was required. But, presumably because such works require little estimating and can be multiplied and increased indefinitely, it was easier and saved time and trouble to enter them in the programme.

5. My opinion is that as a rule no works should be admitted to a famine programme which, when completed, will not afford some protection against a future famine, such as tanks or railways or roads (where there are none already). If this rule was strictly applied, every famine would leave the people more prepared to meet the next. Allowing for five famines in 100 years and an expenditure of 40 lakhs for each famine, we should have expended in a century 200 lakhs of rupees on purely famine protective works. In this view, I recommend that each district should be carefully examined by a special Public Works officer for tank-sites, irrigation schemes, new roads or railways, and that only such works should be admitted in the famine programme. Road repairs and collecting of metal should never be admitted, unless with the special sanction of Government.

6. Unless some such rigid rule as the above is introduced, I believe that the next famine will in all probability find us prepared with a programme not much better than what we started with last year.

7. I would next beg to record my opinion strongly in favour of the piece-work system being adopted on all large works, instead of task-work. During the earlier months of the famine, a large number of people, especially Mahars and other low castes, who were not absolutely in need of relief, came on to the works in Sholapur. This was proved when the concentration of all relief workers on large works and

stiffening of tasks was effected later in the year. Then numbers left our works and returned to their villages, where they managed to subsist until the end of the famine. From what I have heard from the people themselves, as well as from the actual results of substituting piece-work for task-work on particular works in Sholapur, I can assert positively that the piece-work system is much more distasteful to the people who come on our works than task-work ; this is, I think, a very strong argument in favour of its introduction. Our object is to prevent starvation at the smallest cost. If undeserving persons come on our works, it is an abuse which should be stopped by every means in our power. It seems to me especially desirable that, *at the beginning of a famine*, all works should be on the piece-work system. So far as Sholapur is concerned, there was last year none of that repulsion to Government relief which is said to have been shown in 1877-78. To many of the workers, life on a Government relief work was more pleasant than their ordinary home life at the same time of the year, and no disgrace ever seemed to attach to the receipt of Government relief. Consequently every one who had nothing to do at home came to our works,—to earn a subsistence if he had nothing at home, to save a little money if he was not absolutely destitute. I believe that the introduction of the piece-work system on all works would prevent this abuse to a great extent, and do not think there would be any danger of people in real need being kept away.

8. It would be necessary at the same time to arrange that all relief works in the same and adjoining districts are organized on the same system. It is wonderful how far the news of the attractions or drawbacks of particular relief works travels and how quick the people are to leave hard works for those which are reported to be easier. I think a clause to the effect that, so far as possible, the system on all works in the same district and adjacent districts should be the same might with advantage be introduced into the Famine Code.

9. Another suggestion I would make towards economy on our works is that permission should be given, in the Famine Code, to apply a distance test. I believe that the suggestion was considered and negatived when the present Code was drawn up. But, to my mind, the experience of the present famine has shown most conclusively both that the test is absolutely necessary to prevent abuse from relief, and that there is no danger in applying it unless relief operations have been commenced so late that the people coming to our works are in an emaciated condition.

10. To take the case of the Sholapur District ; in an ordinary year all agricultural operations are over by the end of February, and from then till June there is little doing in the villages. The people, both cultivators and labourers, get through these months as best they can, doing little work. If famine relief works are in operation at this time anywhere near a village, so that the people can come and go, as at their field work, the majority of these idlers will always flock on to the works whether they are in need of relief or not, glad to get regular, healthy and sufficiently paid employment during the slack season. This was actually the case last year. A very marked example was on the Mohol-Pandharpur road repair work. There are three large villages on this road—Mohol, Penur and Tungat. So long as we allowed applicants for work to come on near their own villages, practically the whole population of these three villages were on the relief work. Seeing the abuse, I drafted all workers to more than 10 miles from their villages, and finally the work was closed altogether in May. From the time the drafting began, the numbers began to fall, and within a month, half of the people had returned to their villages and did not come on our works again. It might be said that the remedy is in *drafting* to a distance, after taking the people on work, instead of refusing to take on near their villages. But this drafting is, in my opinion, an unnecessary trouble and expense. A distance test of 10 miles, with a proviso that any emaciated persons who seem unable to walk to a more distant work should be taken on wherever they apply, is, to my mind, an absolute necessity if regard is had to economy.

11. I wish, in conclusion, to refer to the medical arrangements (Chapter XIV of the Famine Code). During the recent famine the subordination of these arrangements to the Sanitary Commissioner resulted in much trouble and delay in providing medical relief on works. The Sanitary Commissioner himself never visited the district from January to December. He could therefore know nothing of the local requirements. The weekly reports submitted by him to Government were composed of extracts from the reports of the District Medical Officer and the Hospital Assistants on famine works. On these reports Government passed orders often reflecting on the arrangements made by the

Mr. W. T. Morison. Collector and his staff, without the Collector being first consulted or asked for any explanation. On more than one occasion Government, on the recommendation of the Sanitary Commissioner, issued orders to improve the sanitary arrangements at camps which had been already closed. The District Medical Officer, who was new to the district, was entirely dependent on the Collector and his staff for information as to the medical needs of the relief works, and fortunately he worked, in practice, much more in consultation with the Collector than in subordination to the Sanitary Commissioner. I would strongly recommend that the Code should be amended so as to make the Collector responsible for the medical arrangements on works, and the District Medical Officer subordinate to the Collector. The Sanitary Commissioner's sole duty would be to visit the works and advise the Collector and Government on such matters as are referred to in paragraph 169 (c) and (e) of the Code.

12. There was also much confusion during the recent famine as to whose duty it was to supply—

- (i) medical stores,
- (ii) hospital rations,
- (iii) hospital furniture,

and from what source expenditure on these several heads should be met. The Medical Officer in charge of a relief camp hospital had to go to—

- (a) the Civil Surgeon for medicines,
- (b) the special Civil officer for hospital clothing and special diet for patients,
- (c) the Public Works Department for ordinary hospital rations.

I would recommend that the whole question of hospital supplies should be considered and the rules re-drafted in a clear and simple manner.

(D)

I have no further recommendations or suggestions to make.

(*President*).—Were you the Collector of the Sholapur District during the famine?—Yes.

During the whole of the time that famine existed there?—Yes, from January to December 1897.

Grain shops were started in Sholapur, were they not?—Yes.

Were they open throughout the week or once a week?—It is an exaggerated idea that grain shops on any very large scale were opened in Sholapur. We had one shop which was open only one day in the week.

Do you think people from relief works came down to purchase grain from your shop?—There was only one relief work close to Sholapur, the others were far off, and I do not think people came from those works.

I suppose prices went up considerably and that there was famine in October?—Yes, the dealers were speculating on the rise of prices.

I suppose at such times the tendency is to hold on to grain?—People buy largely to sell afterwards, and this raises prices.

Do you think people had running accounts with retail grain sellers?—I think credit was stopped to a very great extent, and that any credit they may have had must have dried up during the famine days.

You say that the percentage of children and dependants varied from 20 to 30 per cent. of workers. Do you mean the total number on the works?—I mean for every hundred working adults.

Have you formed any opinion as to the policy to be pursued with respect to relief to weavers in future famines?—If the net cost of relieving weavers in their own trade is proved by experience in other districts, where this form of relief was given, not to exceed by much the net cost of ordinary relief, then I would advocate relief in their own trade. Otherwise I would, as we did in Sholapur, give them right earthwork.

Do you think people cared to go long distances to relief works?—Not unless they were absolutely hard up.

You think people wanted experience?—No; the people were thoroughly educated up to our Famine Code; they

understood the rules as well as we did and took advantage of any point in the Code that suited them.

In paragraph 7 of your written note you say "especially Mahars and other low castes came to the works." Don't you think they always live from hand to mouth?—Yes.

I do not understand how these people did not require to go to relief works when the prices of all food-grains and eatables were high and there was no employment for them?—It is hard to explain. If you go to their houses in an ordinary year, you will never find any grain or stores in them, and yet they live on. So during the famine time many subsisted at home without any ostensible means of subsistence. There was always large migration, and then they came back with some money with them.

There was a certain amount of harvest, was there not?—Yes. It is, however, hard to say what they do in ordinary years, but a great many who had migrated came back when they heard we had opened relief works, but others held on. There was no case of starvation among them.

With reference to your remarks in paragraph 11, is not the Sanitary Commissioner assistant to the Commissioner of the Division?—I hardly think he was in charge of the sanitary arrangements himself.

Please see section 33 of the Famine Code?—Yes, but I do not think in practice he is under the orders of the Commissioner of the Division to any great extent.

To what grade did the medical officer on the works belong?—He was very often only a compounder on Rs 25 a month. As a rule we had not any higher paid men on the works.

(*Mr. Holderness*).—Had you any friction with the Public Works Department?—Not to any extent. In the lower grades of the service I noticed a few cases, but not in the higher.

As regards the special Civil officer, would you keep him where he is or would you put him under the Public Works Department?—He should be where he is, that is under the Collector. He was a wholesome check in some cases on the subordinates of the Public Works Department and brought to light many cases of fraud and extortion. Had he been under the Public Works Department he would have been afraid to do this.

Do you think some of his duties should be handed over to the Public Works Department?—Yes, details of the camp and sanitary arrangements should be done by the Public Works Department.

Then what work would be left to him?—He would check classification, take charge of the children, take charge of the hospital arrangements, run the kitchen, and generally provide the bazar.

Had you any cheap grain shop and how did you regulate the rates?—We generally had a conference with the grain dealers on Tuesdays, and came to some understanding with them, and they sold grain to the people; the rates were slightly higher than the cost price, and were regulated according to the market rates in other parts.

You are in favour of the distance test?—Yes.

How would you regulate it?—I would have the applicants for relief bring passes from village officers.

Were there any complaints regarding classification?—Yes, there were, but not to any great extent.

Were these complaints regarding the high task and low wages given by the Public Works Department?—I think so. Half of the men were idlers.

Did you make them reside in camps?—Yes, always.

Was it a condition of relief?—Yes.

Have you any experience of the piece-work system?—Yes, towards the end of the year we introduced it on two large works, and they went on exceedingly well; those that stayed sent their children and dependants home.

Were they efficient labourers?—I think so; they showed no signs of distress.

Were they able-bodied men?—I cannot say they were not.

Did these large works drive away any people?—Yes; a large number.

(*Dr. Richardson*).—I see that the death-rate in the Sholapur District increased from 27·396 to 50·89 in 1897, nearly double. Can you assign any reason for this rise? Do you think that the driving away of the people on the opening of large works had any effect on the death-rate?—

No, I do not think the opening of large works had any effect. We started our relief works early, and began giving gratuitous relief early. The high death-rate may be due to the bad grain the people ate; they had often to eat unwholesome grains which had been stored from 5 to 10 years in underground pits.

Could any effectual measures be taken to prevent that?—We did all we could.

Do you think exposure in the sun added to the mortality?—To a small extent only. The people on works were fairly well huddled.

And when it rained?—It rained in July, and the rain will flood any kind of hut, but the people were on the whole well during the rains.

The children can then stand exposure and rain?—Very small children cannot stand the sun.

Was the Civil Surgeon of the district relieved by the special medical officer?—No. The special medical officer travelled on the works, but not the Civil Surgeon of the district.

Was it not the rule for the special medical officer to relieve the District Civil Surgeon, who is supposed to know the district better?—Yes, but this was not done at Sholapur. The Sanitary Commissioner arranged it otherwise.

What had the Sanitary Commissioner to do with it?—Under the Code he has charge of all medical arrangements; he selects men, he chooses camps, and takes charge of the sanitary arrangements. Under the Code the Collector is responsible for the works, but the medical officers are the Sanitary Commissioner's subordinates.

How about the transfer of Hospital Assistants?—When we changed camps, the Collector had no power to transfer the Hospital Assistant and hospital requirements, but the medical officer generally travelled with me and we arranged it between us, but I do not know if that is strictly correct according to the Code. My own experience is that the district medical officer never questions the authority of the Collector but acts under his orders; but this is not according to the Code.

(Mr. Monteath).—What was the object of the Forest Department in importing grass into Sholapur?—To preserve cattle; it did preserve a great many, which would otherwise have died.

Don't you think we could preserve a larger area of forest for grass?—Not in Sholapur, because most of the forest land produces more stones than grass.

In your Administration Report, you say this grass affected the price of grass in the market. To the price of what grass do you refer?—I mean that it affected the price of *karbi*.

Do you think any injury is done when we draft people?—No, I do not think so. I at one time was afraid that injury might be done, but I do not think that on the whole it had any injurious effect.

Do you think as a matter of fact people could be drafted from the very beginning?—Yes.

Do you think it had any effect on the increase of mortality?—I do not think so.

Was not the death-rate low on the works?—Yes.

Have you any figures?—No.

When had you the highest death-rate on the works?—1st July 1897.

Were not the children sent home in July?—Yes, a great many were sent away in the rains. Some of them died afterwards in their homes from exposure, not starvation.

What effect had *takavi* advances?—It prevented the men who got it from going to the relief works. We made very large advances in Sholapur, I think six lakhs.

Do you think more *takavi* advances could be given?—I stopped making more advances. I thought I had given enough for one year.

From your experience don't you think that the man who takes this advance employs labour?—Yes, the lower class of cultivator is greatly benefited; he employs agricultural labour and improves his land.

Do you think they employ many men on wells?—Yes, a fair number, but many men cannot work at one time on a well.

Don't you think concentrated works involve people going long distances?—Yes.

You think it is sufficient to have large works only?—Yes, I think so.

Could you have some large and small works carried on simultaneously close to the villages?—It could be done, but would not, in my opinion, be advisable. We drafted the people from villages near one large work to another at a distance.

Don't you think that it is a hardship to do so?—Yes, it is, but it cannot be helped.

Would you prefer to have some small and some large works and then eventually draft?—I would prefer large works exclusively; there is a good deal of slackness on the small works.

Do you think the introduction of piece-work will have the effect of keeping away people not in need of help?—I think so.

Does not task-work injure large families and profit others with small families?—Yes, but they get fair wages. I do not think that during the last famine there was any complaint about piece-work being introduced. It was introduced on the Mangi and Pathri tank works.

Mr. Weir, I think, referred to *dakhlas*. Do you know anything about them?—Yes, all people who came from a distance of ten miles had to produce *dakhlas* from village officers.

You speak of the loss of Rs25,000 sustained by Mr. Virchand. Did his selling at low or cheaper rates deter others from importing grain?—No, they went on importing.

Mr. W. T. Morison.

2nd Mar. 1898

Mr. F. L. SPROTT, Executive Engineer for Irrigation, Poona district Bombay, called in and examined.

I put in a written statement of evidence.

(a) Departures from the prescriptions of the Bombay Famine Code which have occurred during the present famine:—

The Bombay Famine Code has been strictly followed on the works in my charge, with the exception that limited piece-work was adopted on the Shetphal Tank from the middle of November till the end of December 1897. This piece-work system is not authorized by the Bombay Famine Code. One other exception was in the classification of labour. The Code lays down in section 70 (a) that "professional labourers" shall be put in class A, and in 70 (b) that this classification is obligatory. In practice nearly all labourers were put in class B, keeping class A as a special class. It was further customary to pay minimum wages for rainy days instead of the full wages as laid down in paragraph 83.

(b) The degree of success that has attended the measures adopted, considered primarily with regard to the

relief of distress and the saving of human life, and secondarily with regard to economy:—

The measures adopted have consisted of:

- (1) Relief by wages to workers—
 - (a) Under task-work.
 - (b) Under piece-work.
- (2) Payments to dependants and non-working children.
- (3) Distribution of cooked food to ditto.
- (4) Payments of cash dole to parents of children too small to be relieved by cooked food, i. e., children without teeth in both jaws.

With regard to the efficacy of relief, it has been sufficient and more than sufficient under all systems. There were on the Taosbi Tank, so far as I am aware, no deaths attributable to emaciation. On the Shetphal Tank five deaths were attributed to emaciation, but death is stated to have been due to disease resulting on emaciation, and not to direct starvation.

Mr. F. L. Sprott.

2nd Mar. 1898.

Mr. F. L.
Spratt.

2nd Mar.
1898.

With regard to economy, figures will be put in showing the economy of piece-work over task-work.

There is no doubt that the system of cash payments to dependants and non-working children was considerably abused, as is proved by the smaller numbers of children relieved by the distribution of cooked food proportionately to the number of persons on relief works. No figures are available, as on the Shetphal Tank kitchens were started at once. The Taoshi Tank records are in the office of the Executive Engineer, Belgaum.

(c) Advice as to the measures and methods of working most likely to prove most effective in these two respects:—

The question resolves itself into the advantages of the two systems of task and piece-work, since, if the latter is adopted, all other forms of relief on the works, such as payments to dependants and non-working children, will cease.

The disadvantages of task-work as laid down in the Code are numerous and consist of—

- (1) The minimum wage.
- (2) The payment of Sunday wages.
- (3) The large establishment necessary.
- (4) The cumbrous system of classification.
- (5) The pauperization of the people owing to their being relieved of the necessity of working to feed their own children and dependants.

These disadvantages do not exist under piece-work, and I am therefore in favour of the substitution of piece-work for task-work. The principal difficulty in carrying on piece-work is that in bad weather, when work is not possible, some form of gratuitous relief will be necessary, thus perpetuating the system of payments without a corresponding equivalent in the way of work done. This can be obviated in the case of gangs who are on the work by raising the rates according to the length of time in which work is not possible; but in case of people who have only just come on the work and have not therefore been able to do any work, the difficulty must be met by the payment of a money dole for those days on which work is impossible. I consider that piece-work is suitable in all cases where famine labour can be usefully employed. I consider that the objections of the Famine Commission do not apply in full force. I have seen no people who could not after a short time on works have earned a sufficient sum under piece-work to keep themselves and their dependants. Rates might in a few cases require to be somewhat easier than the ordinary for the first two or three weeks, but such cases would not be numerous.

The payments to work-people must, however, be limited in order to prevent the work available being used up too rapidly, and to keep professional labourers, who can find other work to do, away from the relief works. The maximum earnings permissible may be A class wages + Sunday wages + an allowance of, say, 2 annas per week for each adult to cover the cost of the maintenance of the dependants. There should be in piece-work a saving of about 33 per cent. to 40 per cent. in cost of establishment.

The strength of gangs on piece-work may be about 25—30. Payments for the whole gang may be made to the ganger.

If task-work is decided on, the minimum and Sunday wage must be abolished. The effect of these two wages during the present famine has been most disastrous. People have been fed, and quite sufficiently fed, for doing practically no work. The tasks given have been light and yet have not been done—an outturn of 20 to 30 per cent. of task being not uncommon while the payment of minimum wage was in force.

I see no objection to allowing the people to earn extra during the week to make up for the Sunday wage. Such a procedure would not, in my mind, cause any confusion in accounts. The measurement of all work done is entered in the gang register, and it is as easy to add to the total of the normal wage in case of extra work as it is to deduct a fine from that wage in case of less work being done. I see no objection to it at all. The classification of people requires revision and simplification, and I would support Mr. Higham's proposed classification, excepting that I would not allow children below 10 to do any work.

I would pay these classes:

| Class | I | II | III | IV | Grain equivalent. |
|-------|-----|----|-----|----|-------------------|
| | . | . | . | . | 21 chattaks. |
| " | II | . | . | . | 19 " |
| " | III | . | . | . | 15 " |
| " | IV | . | . | . | 10 " |

giving both sexes the same wage for the same work and adopting a standard task for all carriers and diggers.

I would adopt the formula proposed by Mr. Higham for reduced lead, which is I think correct in principle. I would, however, alter the ratio of lift to lead from 1 to 12, as proposed, to 1 to 16. To arrive at a correct ratio, however, needs experiment, but as the ratio largely depends on the way in which the lift has to be negotiated, it must always be a compromise, and I think a fair ratio is that given above of 1 to 16.

I would accept the duty proposed by Mr. Higham of 10,000 provided Sunday wages are given, but would reduce it to 9,000 in case Sunday wages are abolished. If Sunday wage is allowed, attendance on the previous six days must be the only qualification.

(d) Other recommendations or opinions thought likely to be useful in future famines:—

Under this head may be put the following:—

- (1) The construction of large works such as reservoirs and their uses in prevention of famine.
- (2) The necessity of a distance test or the sufficiency of a high task and low wage as a test of distress.
- (3) The responsibilities of the Civil and Public Works Departments during famine.

With regard to (1), it is, I think, very desirable that, as far as possible, famine labour should be employed on the construction of large works. There are, no doubt, many sites for reservoirs which could be found and which could be suitably undertaken as famine works, provided it is recognised that the work has to be found for the people. Such reservoirs would doubtless not pay a high percentage, but would cover their working expenses and would be productive of much good. In this district the areas irrigated in 1896-97 were:—

| | Acres. |
|-----------------------|------------------------------|
| Nira Canal . . . | 42,553 Ghat catchment. |
| Mutha Canal . . . | 6,457 |
| Matoba Tank, . . . | 1,452 Fed from "Mutha Canal. |
| Shirsuphal Tank . . . | 1,129 Local catchment. |
| Bhadalwadi Tank . . . | 1,346 " " |
| | <u>52,937</u> |

Of this area 44,882 acres were devoted to food-grains and pulses.

Supposing the produce to be only 8 maunds per acre, a very low estimate for irrigated jowari, wheat and gram, the grain produced would amount to 12,820 tons, sufficient to supply 49,300 persons with 2 lbs. of grain daily for a year. Without this supply of grain it is probable that a large proportion of these people would have been obliged to come on famine works; supposing one-half were obliged to come and that their maintenance had cost Government 4 annas per week in excess of the value of work done, the saving to Government owing to the construction of these tanks would have been $20,000 \times 13 = \text{Rs. } 2,60,000$. The probable cost would have been more nearly double this; not only this, but large remissions of revenue would have been given, cattle would have died for the want of the fodder which was grown, and altogether these works have probably saved Government many lakhs of rupees this year for which they get no credit. The areas of higher rated crops, sugar-cane, etc., have not been considered, though these are considerable—over 8,000 acres.

The benefits to the people have been enormous, and I have heard of many cases on the Nira Canal where people have been able to pay off debts of many years' standing and start afresh with good capital.

Works of the type of the Nira and Mutha Canal are of most use owing to their having an unfailing supply from the Ghats, and I would look to the rivers running from the Ghats for sites for reservoirs, if necessary using such reservoirs as feeders to canals which would take off from the river lower down.

Actual revenue would probably be small, but the indirect results would be great.

Now with regard to (2), I think the distance test is the most valuable of all tests. The test of a heavy task

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combined with low wage is not sufficient. There are always numbers of people in each village who have no work to do for a considerable part of the year, and who would turn out to work, if such work were close to their village, in order to earn a very small wage even though not in actual want. It is, therefore, very necessary that there should be some distance test. This test is most readily enforced by concentration on large works.

I am of opinion that transport by rail should be used if necessary, rather than that works near at hand, which are not required, should be opened. Small works should only be used as gathering grounds for workers previous to being drafted to the large works. People should be made to understand clearly from the first that the condition of their relief is that they go to what works Government are desirous of opening, and that they will not receive relief in any other form. It would be impossible to arrange for sufficient establishment so that people should all be relieved on works near their houses, and even if this were possible the opening of a very large number of small works is much to be deprecated.

With regard to (3), the relative responsibilities of the Civil and Public Works Departments, I think that the administration of famine outside the large works should remain with the former, the actual arrangements for works themselves being left to the Public Works Department.

The Collector should, with regard to the works, be an inspecting officer, his suggestions, of course, receiving due attention. Any difference of opinion between him and the Executive Engineer regarding the works themselves would be referred to the Superintending Engineer for decision, since all details connected with the internal management of works are in reality professional matters. I think that special Civil officers are likely to be of great use, but they should be directly under the orders of the Engineering officer in charge of works and should be bound to obey his orders without reference to the Collector. Trouble has been occasioned during the late famine by the special Civil officer hesitating to carry out the suggestions of the Engineering officers, stating that they must obtain sanction from the Collector. The present system is one of dual authority, and as such gives rise to the possibility of great friction. The arrangements and carrying out of works are professional matters, and it is, I think, the Engineer rather than the Collector who should be responsible for all details of camp management, etc.

I think that the whole of section 38 of the Bombay Famine Code should be expunged, as also sections 31 (d) and 31 (e). The question of "employment and labour of relief workers" being left in the hands of the Collector appears to me to give him the power of interference in professional matters.

I consider that the system described by Mr. Higham in paragraph 14 of his report on relief work in Central Provinces is a good one and might well be adopted in Bombay.

(President.)—Were you Executive Engineer in the Sholapur district during the famine?—No, I was in executive charge of the Taosi tank in the Belgaum District from March to September 1897, and Shetphal tank from September to the end of December 1897. Shetphal is in the Poona District in the extreme east and close to the Sholapur boundary.

(Mr. Higham.)—Did you complete the Taosi tank?—No, we were still working at it when I left the district. I made over charge to the Executive Engineer, Belgaum District.

Is it still carried on as a relief work?—I cannot say, but it was going on as a relief work a short time ago.

What was the state of the work when you left?—We had finished the greater part of the excavation of the central portion of the puddle trench. As regards the Taosi tank, the dam is about two miles long, the central portion of about one mile in length being about 50 feet high, excepting in the river where it is considerably higher. Estimated cost Rs 9½ lakhs. The work done was the excavation of the puddle trench in this central portion of one mile and the filling of a part of it. The greatest number of people employed was about 13,000. When I left there were 10,000 to 11,000. As regard the Shetphal tank, the dam is about two miles long. The work done consisted in the excavation and filling of the greater part of the puddle trench and the construction of a

considerable part of the banks, about 25 lakhs cubic feet of the latter being done. The main part of the dam in the centre was not touched. There is some talk of a convict gang being employed to finish this work.

Did you work Shetphal by piece-work?—Yes.

I see you state that you will put in figures showing the economy of piece work over task-work. Have you got the figures?—Yes. I have got a statement* showing the work done by different gangs and comparing the work done under piece-work with what would have been done under task-work if the full task had been insisted on.

How do you fix rates?—The rates were fixed so as to give the people the opportunity of earning a fairly large wage sufficient to feed children and dependants. The rates were fixed somewhat high at first with the intention of lowering them subsequently when the people got more accustomed to piece-work. The maximum wage that could be earned was A class + Sunday wage + 3 annas per week per adult.

How would the task compare with the Code A task?—In order to earn the full wage a task rather above A class task would have to be done.

Have you been working Code tasks?—In piece-works no tasks were fixed. The rate only was fixed per 100 cubic feet of work done, the wage that might be earned being subject to a limit. In practice it was found that the people did rather over B class task, about 10 per cent.

Do you suppose a man will work as hard in famine as in ordinary times?—No, but the actual payment for work is higher than in ordinary times.

How do you compare the rates given in famine times with the ordinary rates?—They would be about 30 per cent. higher. Work for which we now pay 7 annas would be done in ordinary times for 5 to 6 annas. This difference is however due to the high price of grain.

Did not rates vary with the price of grain?—Yes.

Can you compare the work a man would have to do to earn the full wage?—Yes, nearly the same as an ordinary labourer, but perhaps somewhat less.

Did you find any unable to earn a subsistence wage on these works?—No, all could easily earn a subsistence wage.

What was the average earning of the different gangs?—The average earning for men with grain 20 lbs. per rupee was about 13 annas to 14 annas per week, the women and children getting less.

Did you find the people leave the work while piece-work was going on?—No. There was a considerable fall when piece-work was introduced, but after they once started the numbers gradually increased, till at the close of the work the numbers were nearly as large as when task-work was stopped.

You never gave special rates?—No. There was no necessity to do so as the people had been on the work for a long time, were in good condition, and to all intents and purposes professional labourers.

Did you treat any as professional labourers?—A few selected people.

Why?—They were required for special works. There was no special reason for the selection. The people were put on as professional labourers as required and if fit.

Is it necessary to fix the limit of the earnings on piece-work?—Yes, in order to prevent the work being used up too rapidly.

But not I suppose on large reservoir works?—Not if they are really remunerative works.

Do you think a limit of the same kind would be necessary if professional labour was employed?—Yes, for the same reason. If works were opened merely for purposes of relief, ordinary piece-work could not be used; it would have to be limited.

What was the maximum wage the professional labourers could earn?—About 3 annas.

If you had to work in future famines would you impose a distance test if you had to work at "piece-work" rates?—Yes.

If your works are likely to be overcrowded by people from the villages near, how would you apply the distance test?—I would not allow any of these people to come on the works at all.

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But if there were no other works for them to go to?—Then some system of supervision over the people of these villages would have to be exercised, and probably *dakhlas* issued to those who were really in want and they alone would be allowed on the works.

Did people bring "*dakhlas*" from the villages round Shetphal?—No, all people were admitted provided they lived in camp.

Do you think no one should get a "*dakhla*" unless he can prove he has no resources?—Yes.

Would they have to prove that before they are admitted to the works?—I think there might have to be some such test before people from the villages near by were admitted.

If every one came from a distance they would have to live on the works?—Yes, and that would be a sufficient test.

(Mr. Holderness.)—I think you said people on the Shetphal tank had become professional labourers?—Yes, to all intents and purposes, as they had been on the work a considerable time.

How many works of this kind would be necessary in a district?—I think two or three works would probably be sufficient.

Do you mean to say that a work of this kind would afford relief for 40,000 people?—Yes, 40,000 people could have been employed on Taosi.

Would not the people refuse to go so far from their houses if there were only two or three works in the district?—I do not think so if they are really in distress. On Taosi tank people came from the south of Sholapur and from the Jath State, the first a distance of 60 miles.

Would such people be able to get on with piece-work?—Yes, but easier rates might have to be given for a time.

You propose that the whole of section 38 of the Bombay Famine Code should be expunged, as also sections 31 (a) and 31 (e)?—Yes. Section 31 (e) refers entirely to employment and wages of relief workers which is a purely technical question.

Sub-section (a) would stand?—Yes.

The Collector would then still be the responsible head?—Yes.

But would he not then have authority in the employment of labour?—He would be responsible that the people received relief and that the means of relief are adequate, but when the people are on the works the question of their employment is one for the Engineers rather than for the Collector.

You would leave out section 38?—Yes.

If section 38 is struck out would the Collector still be able to give orders?—Yes, I think so.

Has this authority been exercised injuriously?—I have not myself been interfered with, and it is more a matter of sentiment with me than personal experience.

(Mr. Monteath.)—Is the management of works professional?—Yes, certainly, and being professional the Superintending Engineer appears to me to be the proper person to give his decision in cases of dispute.

Under section 38 the decision on professional matters rests with the Commissioner, does it not?—Yes.

But does the Collector interfere?—I have not had personal experience of any interference in the management of works which is a technical matter, but he has the power of doing so. I think it is extremely difficult to draw the line between what is technical and what is not.

At the Council Hall, Bombay.

TWENTY-SIXTH DAY.

Thursday, 3rd March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.

MR. T. W. HOLDERNESS, C.S.I.

„ T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

THE HON'BLE MR. J. MONTEATH, C.S.I. (Temporary Member for Bombay).

MR. H. J. MCINTOSH, Secretary.

MR. J. W. P. MUIR-MACKENZIE, Acting Survey Commissioner and Director, Land Records and Agriculture, Bombay, called in and examined.

I put in written answers to the Commission's questions.

As to the extent and severity of the distress.

*1. The answer is given in the appended statement (No. 1). No attempt has been made to allow for small areas in individual districts which practically escaped the distress, such as the area commanded by the Nira Canal in the Poona District, parts of the Krishna valley in the Satara District.

2. The distress was, in my opinion, due to both causes mentioned. Villages where the harvests did not fail made considerable profits out of the high prices. If prices had been low, the area over which crops failed must have been too restricted to cause acute and general distress.

3. (a) The statements (Nos. II and IIA) give the rainfall at the head-quarter stations of the affected districts, and of certain taluka stations typical of the affected areas, for 1896-97 and 1876-77, and the average. My reports to Government contain similar statements for each sub-division. The following extracts from those reports summarise the facts regarding season and rainfall for those districts up to the time of my visits to them:

Paragraph 4 from report on Khandesh by Mr. J. Molli-son, Deputy Director of Agriculture:

"4. Except in the western parts of Pimpalner and Nandurbar, where the cultivators are mostly Bhils and Konkani, I saw no evidence of backward or unskilful cultivation. The irrigated crops are cultivated with skill everywhere. Even on the scattered patches of cultivation under the Kondaibari Ghats, Bhil and Konkani cultivators had grown crops of irrigated wheat which bore evidence of most careful cultivation. The dry crop cultivation, particularly in the Eastern Khandesh, was distinctly good. Cultivators were actively at work in preparing their fields for next season's crop. Many fields had been ploughed, many were being harrowed. Spots infested with deep-rooted weeds had been either hand-dug or were being dug. The tillage operations had removed or buried the stubble, so that it was difficult to judge whether all fields had been sown, or if sown, whether the crop had been fairly good or not. On most fields, even on light soil, the cotton stalks indicated regular germination, and at least a middling crop. I had seen the district from the railway soon after the kharif harvest, and the amount of fodder then stacked in the fields and the appearance of the cotton stalks and stubble of the staple millets (*jowar* and

* The numbers refer to the questions drawn up by the Commission.

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bajri) indicated that these crops were at least fairly good; but the railway passes through a tract the soil of which is much better than the average for the district."

Paragraphs 3 and 5 from report on Nasik:

"3. The rain in Nasik fell in large excess during June and July and the first week or so of August 1896. After that there was little or no rain in any part of the district, and what there was, was largely in defect of the average falls of August, September, October and November. The district, however, differs from Ahmednagar and the southern districts of the Deccan in that a heavy fall in November or later is extremely rare. The district therefore depends, if possible, more than those further south for the success of its rabi upon good rain in September or October. It was just this which was wanting. Except in very occasional localities, therefore, the dry crop rabi was an almost total failure.

"5. Turning now to the statistics of area during the present season, it will be observed that the total area under food crops is 1,314,251 acres as compared with 1,582,511 in 1895-96. The decrease amounts to 268,251 acres or nearly 17 per cent. Almost the whole of this crop is under wheat, jowar, gram and other pulses. The decrease was entirely in dry crops, the irrigated area under food-crops showing a considerable increase. Dry crop wheat fell to less than one-half the normal and jowari to little more than one-third. Of the dry crop wheat a very small portion can have succeeded. The germination was everywhere most irregular, and most of the crops which germinated subsequently failed. The jowari, had in a few villages a somewhat better fate. The most fortunate of these localities was the villages in the south of Nandgaon Taluka close to the Nizam's frontier, situated on a high plateau, where the jowari caught some partial showers in November and succeeded well. Though they are not food-crops, it should be mentioned that the oil-seeds were a general failure. The irrigated areas under food-crops are estimated at 65,921 acres, as compared with 42,012 of 1895-96. The increase, which amounts to nearly 57 per cent., is not inconsiderable. But the total area is small compared with that attained in Ahmednagar, where the amounts distributed as tagai were far larger than in Nasik, and the private energy and enterprise displayed in the digging and improvement of wells much more vigorous. The increase was almost wholly taken in wheat and maize. The reasons are doubtless (1) that much of the irrigable area is not well adapted for the growth of jowari, and (2) that the people are more accustomed to grow wheat and felt surer of a demand for it in the quarters to which they consign their large production of dry crop wheat year by year."

Ahmednagar, paragraphs 3 and 4:

"3. The district contains examples of every sort of soil—the fertile deep black soil of the plains of Shevgaon, Rahuri, Nevasa and Kopargaon, the barren mals of Shrigonda and Karjat, the bajri uplands of Jamkhed, Nagar, Parner and Sangamner, and lastly the hills of Akola, where for many years has been practised that primitive form of cultivation known as *dalki*. It would appear almost impossible that in this great variety of soil, climate, and cropping anything like a universal failure of crops should occur in this district, and indeed in the present year there can hardly be said to have been a single taluka which was without some dry crops, while the irrigated crops throughout the district were very fine.

"4. The rainfall is given in detail in Statement A. Its general history is the same as in most of the other Deccan districts. There was abundance, even a considerable excess, of rain in June and July, but a stoppage early in August. The hill crops and bajri were injured by the excessive early rain, and when the break did occur, its excessive prolongation prevented their final development. For the rabi the district generally lacked the all-important September rain. There were one or two exceptional areas which got rain enough to sow, particularly a belt of land in Shevgaon Taluka, which obtaining another opportune fall in November got excellent crops. There were a few other localities similarly favoured. But the bulk of the land sown with dry crops for rabi was in the south-east and south of the district, and depended on the rain which fell in November. This rain was not so abundant in Ahmednagar as in Eastern Poona and Sholapur. But, as in these districts, the crops sown upon the November rain yielded nothing but an inappreciable quantity of fodder."

Poona, paragraph 3:

"3. The total rainfall during 1896 was everywhere up to the average, and in the western portions of the district largely in excess. In this respect it presents a remarkable

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contrast to the fall of 1876, which was in every station, with the exception of two, largely below the normal. The fall was generally largely in excess till the latter half of August. It was after that exceedingly deficient, in many localities even less than in 1876. The excess of rain destroyed much of the crops in the hill talukas, and greatly injured the bajri in the intermediate country. The abrupt cessation of rain in August prevented the remains of the bajri from maturing properly. The general failure of rain in September and October prevented the sowing of rabi at the ordinary seasons in the east of the district. A few villages sowed soon after the August rains ceased, and some, about the same time, on lands flooded by the Bhima river. In some tracts, particularly in the neighbourhood of Sirur, enough rain fell in September to enable sowing to be performed. In October there was little or no rain anywhere. In November there was a considerable fall in the east of the district, which was taken advantage of to sow large areas with jowari, which germinated well. But to enable the crops to reach maturity, subsequent rain was required, which did not supervene. Accordingly, as Messrs. Mollison and Young have observed, except in a few favoured patches of superior soil, very retentive of moisture, the November sown areas yielded nothing but a little fodder, and a show of kardai (safflower) the value of which for a crop has probably been over-estimated. The details of the rainfall are given in Statement A."

Satara, paragraphs 3 and 5:

"3. In columns 6 and 7 of the table are given the number of workers from each taluka which at the time of the visit of Mr. Young, Superintendent of Land Records and Agriculture, had resorted to the relief works. This, however, can be taken only as a very rough indication of the extent to which the various talukas were affected by the scarcity. The only taluka of the district which completely escaped was Man. The others were all to some extent affected. It may be generally said that except in Man, in parts of which the bajri crop was the best known for generations, in south-eastern Valva and in the south-west of Tasgaon, where the variety of jowari known as *dukri* was good, the kharif was a general failure, nowhere exceeding 6 annas. The rabi was a very partial success. Where sown earlier than usual, the 'shalu' jowari down the Krishna and Yerla valleys or in the talukas of Wai, Satara, Karad, northern Valva and Koregaon was a very fine crop. But in many places the sowings were late, and only those late sown crops succeeded which obtained rain in November or were grown on heavy soils abundantly retentive of moisture. Even on these lands, though the grain yield was heavy, the straw or karbi seems to have been short.

"Rice, wherever the land retained moisture or had water from 'pats' or dams, reached half a crop. But there was much land which had no such advantages on which the crop was a failure. The hill grains everywhere yielded very poorly. They were drowned or washed away by the tremendous rains of the early monsoon, while those which survived were withered owing to the complete absence of rain after the middle of August (*vide* Statement A). There can be no doubt that the failure in the hills was perfectly phenomenal. The people, when questioned on the subject, talked of it as unheard of, not considering the failure in 1876 as at all comparable in severity. One crop, though not a food-grain, deserves special mention, and that is groundnut. It forms a great and increasing stand-by in many parts of the district. The increase of its cultivation in Patan is very remarkable. It is usually a very remunerative crop, but this year it was an utter failure. At the same time the profits obtained from it in good years have doubtless placed many cultivators in a good position to stand the strain of the present scarcity."

"5. Satara is, for a Deccan district, exceedingly well furnished with irrigational facilities. There are the following Government canals and tanks:—

| | Acres. |
|---|--------|
| (1) Krishna canal ordinarily irrigating | 3,204 |
| (2) Mayni tank and canal | 1,198 |
| (3) Ner tank and canal | 2,607 |
| (4) Pingli tank and canal | 1,635 |
| (5) Others | 1,601 |

"The areas commanded by the first four are disappointingly small, having regard to the expectations entertained when the works were started. The mainstay of Satara District in the way of irrigation is to be found in wells and streams (pats), the waters of which are impounded by

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temporary dams (bandharas). The supply appears to have been sufficient everywhere to keep these streams flowing and the wells filled till a late period. The increased area irrigated in Khanapur taluka, where these streams are represented as being liable to failure in years of deficient rainfall, is very remarkable. The crops grown on irrigated areas consisted chiefly of jowari, wheat and maize. The last-named was taken in many places where it would not be grown in ordinary years, and has proved most useful for fodder as well as for grain."

Sholapur, paragraphs 11 and 12 :

"11. Turning now to the dry crop area, it will be sufficient here to summarise briefly the details given below for the different talukas.

"The rainfall of the present season contrasts curiously with that of 1876. It was everywhere, except in Madha, considerably above half the average. In many of the talukas it was considerably above the normal in June and July, but from August onwards it began to fail until November, when four talukas had falls in excess of their average. But the returns give a very imperfect idea of the effect of the rainfall subsequent to August, which was exceedingly partial. Most of the land which had rain in September as well as in November and produced a crop were to be found in Sholapur, Barsi and Madha talukas, at the head-quarters of which little or no rain fell in that month.

"The kharif was practically a failure except in Sangola, where about one-third of the area had a four-anna crop, and in a few isolated villages in some of the other talukas. But the crop is, except to Sangola and Malsiras talukas, so very important that, as a factor in a year like the present, it may almost be neglected.

"12. As above remarked, the rabi depends for its success on rain from August onwards. The only places where it did succeed were (1) in parts of Barsi, Sholapur and the south-east corner of Madha, where rain fell for sowing in September and was followed by rain in the second half of November; (2) in lands flooded by the rivers, which were sown after the subsidence. These lands were unfortunately not all sown. The floods occurred in August and the usual sowing season of the rabi is late in September. In an ordinary year August sowings on the flooded lands would have been spoilt by the September rains. Only in villages, therefore, where early sowing was the practice, or where the people were tempted by the rich deposit left by the flood to take their chance of the effect of subsequent rain, were sowings effected in time.

"Up to November large areas remained altogether unsown. In that month, however, rain fell heavily in the northern and central portions of the district, with the result that in the talukas of Madha, Karmala, Sholapur and Barsi, even more than the usual areas were sown with rabi. The crops on these, however, though germinating admirably, have, with rare exceptions, come to nothing but growth from twelve to eighteen inches high, which will furnish very little fodder for cattle."

Bijapur, paragraph 3 :

"3. It is difficult to conceive anything more distressing than the appearance of the district as it presented itself to the eye of the observer entering it from the north in the

month of January. Except in the neighbourhood of wells and of the rivers, there was scarcely a blade of green to be discerned. In the neighbouring parts of the Sholapur District the November rain had encouraged the cultivators to sow large areas and the land was covered with the deceitful promise of an abundant rabi crop. In Bijapur the country was as bare as the palm of the hand. Towards the south, however, this November rain had been received although in comparatively scanty measure and the young plants of jowari covered considerable areas. But the district differed disastrously from Sholapur in that this November rain had scarcely anywhere been preceded by showers in September or followed by them in December. Such crops, therefore, as were sown for the rabi were late in the ground and had no rain to maintain them. The complete failure of the kharif is not quite so easy to account for in the north of the district. There, judging from the amounts gauged at sub-divisional head-quarters, the rain of May, June and July fell short by little of the average. The areas sown with bajri must have been larger than those shown in the returns, and the failure of the crop must have been due, as in many Deccan districts, to the abrupt cessation of rain in August and September, when it was urgently required to bring the crop to maturity. In a few of the villages on the sandstone formation in the east of Bagalkot and the north-east of Badami a small bajri crop was obtained; but the yield was not good anywhere, and its total amount, a drop in the ocean compared with the wants of the district. The above account will explain to some extent why the failure of crops in this district was as complete as in 1876, although the rainfall of 1896 was in most places nearly half of the average; whereas in 1876, except in the taluka of Hungund, the fall varied from *nil* to about one-fifth of the average. In the district everything depends, as has been pointed out in the Statistical Atlas, on the seasonableness of the rainfall, far more than on the gross amount, and the rain which falls in and after August is the most important. The kharif crop, in fact, is of little moment in any part of the district. In the north, indeed, bajri is grown largely for export to Poona. The details of the rainfall are given in Table A and require no further comment."

The accompanying statement (No. III) shows the estimated area and outturn of the seven affected districts during 1896-97.

The following statement taken from paragraph 3 of Government letter to the Government of India, No. 280-Fam.-3 of 4th June 1897, gives the outturn of the seven worst affected districts as compared with the normal, and the amount which had to be provided from the surpluses of former years. The normal outturn and amount of surplus is certainly over-estimated for some districts. The calculations of normal outturn for the whole Presidency have been made in statements published in the *Government Gazette*, copies of which can be furnished to the Commission. These statements are at present being revised. Similar statements are being prepared for 1896-97. The result of the revision will probably show that the estimates of normal outturn and surplus were too high. The production of these districts in ordinary years, however, probably does not fall short of 2½ million tons. The consumption is 2 million and the surplus ½ of a million, of which one-tenth to one-twelfth is exported, the remainder, or say ⅓ of a million, are available for a year of distress :—

| DISTRICT. | Average outturn of food-grain crops for 1894-95 and 1895-96. | Consumption of each year. | Net yearly import or export of food-grains (Import +, Export -). | Average surplus of each year. | Estimated outturn of food-crops in 1896-97. | Quantity which had to be provided from the surplus of previous years or by imports. |
|----------------------|--|---------------------------|--|-------------------------------|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | Mds. | Mds. | Mds. | Mds. | Mds. | Mds. |
| Sholapur | 8,109,407 | 6,248,725 | -450,557 | 1,410,125 | 2,265,771 | 3,982,954 |
| Ahmednagar | 12,018,567 | 7,727,094 | -165,613 | 4,125,860 | 4,856,481 | 2,870,613 |
| Poona | 10,582,685 | 8,435,939 | +737,702 | 2,934,448 | 3,069,839 | 5,366,100 |
| Satara | 11,308,860 | 9,197,758 | +120,000 | 2,231,102 | 6,370,000 | 2,827,758 |
| Nasik | 13,163,675 | 7,018,339 | -820,406 | 5,324,930 | 4,000,000 | 3,018,339 |
| Khandesh | 14,620,212 | 10,909,883 | +73,306 | 3,783,635 | 4,108,125 | 6,801,758 |
| Bijapur | 9,459,691 | 6,877,009 | -302,993 | 2,279,689 | 375,724 | 6,501,235 |
| TOTAL | 79,263,097 | 56,414,747 | +931,008 -1,739,569 | 22,089,789 | 25,045,940 | 31,368,807 |

3 (b). Prices of the staple grains, jowari and bajri, as contrasted with those of 1876-77 and normal years, are given in Statement No. IV and the charts * (A and B) attached. These statements show that prices everywhere commenced to rise in September, that in October and November they increased rapidly, and in the latter month were as much as 42 to 61 per cent. above the normal—a pitch which they never again attained or surpassed till far on into the rains, when the prospects of the next kharif harvest were unfavourable, and the chances of rain for rabi sowing were uncertain. As compared with 1876, the fluctuations of prices were much the same. But there was one remarkable difference, namely, that in the southern districts affected by the famine, notably Sholapur and Bijapur, the prices were appreciably higher in 1876-77 than in 1896-97, rising in August 1877 to a pitch which roused serious apprehension of the failure of stocks. This was due to the incompleteness of communications in the interior of those districts in the former year, and the existence of railway communication with Madras, Mysore, Hyderabad and the Dharwar and Belgaum districts during the latter year, and the fact that Madras, Hyderabad and the two Bombay districts were comparatively little, and Mysore hardly at all, affected in 1896, and were able to export to the famine areas. On the other hand, in the northern districts, Ahmednagar, Nasik and Khandesh, prices were appreciably higher than in the southern, especially as the season advanced. They were also generally higher than in 1876-77. This was because the northern districts were farther from sources of import than the southern. Their supplies came largely from Bombay and Sind, from the Nizam's dominions by cart, and to a less extent from Madras, owing to its distance, by rail. But it is remarkable that in none of these northern districts did the prices of July, August and September 1897 rise to the starvation prices attained during the same months of 1877 in Sholapur and Bijapur. Either the rainfall was little more favourable as was to be expected in these northern districts, or they were in railway communication with districts in which the kharif season was promising well. It may be inferred that the railway through the Ahmednagar district, which had a large area of irrigated crop and altogether fared not ill as compared with some of the other districts, actually helped to raise prices in the earlier stages of the famine, as it encouraged export to other distressed tracts. On the other hand, towards the close, although prospects in Ahmednagar were discouraging, yet the rains having been fairly favourable in the Berars and Central Provinces prices were prevented by the existence of rail communication from rising disastrously high.

4. It may be said generally of the affected area that it had enjoyed average seasons since 1891-92, when the southern districts of Bijapur, Belgaum and Dharwar were affected. The exports of food-grains had been either normal or increasing.

5. Full information as regards this question is to be found in a report compiled by the Agricultural Department of this Presidency on the condition of the masses. Broadly speaking, the tract as a whole may be said to enjoy a fair measure of well-being. It may be divided roughly into the hill tract, the middle zone and the eastern zone. The people in the hills are many of them very poor, and are protected from destitution only by the absolute certainty of the rainfall, and the almost equal certainty of a harvest. The opening of communications by rail, road and sea has also largely increased emigration from this tract to Bombay and other centres of employment. A failure of crops, extensive and complete as that of the present famine, was considered unknown. But its occurrence has demonstrated the fact, if demonstration be needed, that the people have not enough grain in stock to keep them in such an emergency. So far as my own observation went, this was the only tract in which the distress was comparable in severity to that of the eastern tracts in 1876-77. The following extracts from the report on the condition of the lower classes of this Presidency, published in 1888, will sufficiently indicate the condition and numbers of the classes whose standard of living and margin of subsistence is less favourable than could be desired:—

“It is very difficult to estimate the classes and sections of classes which have failed to reach the normal standard of nutrition and comfort. The reports give varying estimates that broadly include some proportion of the early forest tribes (Bhils and Kolis) of the Northern Deccan and Khandesh and of the depressed classes elsewhere. Of these the early forest tribes often live during the hot weather

almost wholly on jungle roots and mowra and perhaps suffer from deficiency of food. Further south, the Kolis are considered to have resorted to dacoity on this account. But in a special inquiry into the condition of the Poona Kolis and an analysis of their condition it was clearly shown that their plundering tendencies were due to restlessness and dislike of hard work, and that the land in cultivation without doubt supplied enough for their wants. Still further south, the ghat cultivators are hard pressed. The depressed classes have little and inferior land, and if unable to find work must sink into something like want.

“It is almost futile to attempt to fix an exact proportion of this population who have to live on insufficient food.

“The figures given by Collectors are as follows:—

| Calculation of numbers. | |
|-------------------------|---|
| Khandesh | Some forest Bhils. |
| Nasik | Do. |
| Ahmednagar | 6 per cent. of the Akola hill population. |
| Poona | None. |
| Satara | 10 per cent. of Kunbis and depressed classes. |
| Sholapur | None. |

“Satara is probably the richest of these districts, Khandesh excepted, and Sholapur the poorest, so that the reported calculation is untrustworthy. It is perhaps not impossible to fix a maximum limit. The greatest number of persons receiving famine relief and charity in the great famine of 1876-77 was 318,000 or about 6 per cent. of the population. The number of deaths by famine in the Deccan and Karnatak was estimated at the extremes of 100,000 and 800,000. The mean estimate by Dr. Hewlett was about 250,000, or say 2½ per cent. of the population. All those who in normal years live below the standard would in a famine either go to relief work or charity, or would die. At the same time a large number of those who in normal years do live up to the standard would also require famine relief. It may be safely taken that nine per cent. of the population, i.e., the maximum number on relief plus the number of deaths from famine, would represent the superior limit of the number of those who habitually live below the standard in normal years. Probably not one-half of this number do so, and not one-fourth are compelled to live on insufficient food. Mr. Crawford gives it as his emphatic opinion that there is no widespread distress anywhere in the Deccan. Every fact points to the correctness of this conclusion.

* * * * *

“It is difficult to specify the classes which have not reached the standard. All the district officers consider that an appreciable proportion exists, including the nomads and early tribes, and certain proportion of the depressed classes, the ghat cultivators in Belgaum, and some of the indebted cultivators in Bijapur.

“Of these some of the Belgaum ghat cultivators, and according to Mr. Trimalrao Venkatesh, 5 per cent. of the Dharwar population, are insufficiently fed. Mr. Propert, the Commissioner, knows of no class enduring absolute want. The reports of course refer to normal years only. The highest possible number of those who suffer acutely from famine, calculated as in the Deccan, would be about twelve per cent. of the whole Karnatak population. This is three per cent. higher than in the Deccan, and it might be expected therefore that there is a proportionately larger number who habitually live below the standard and are therefore unable to maintain themselves in famine. This may well have been the case in 1877 before the railways were made and the Karnatak was comparatively inaccessible from grain markets without labour marts of its own or means of reaching these at a distance. But it is certainly probable that the immense amount of labour and facilities for migration provided by mills and railways have, at least in Belgaum and Dharwar, placed many of the labouring classes in far better circumstances. It is observable that in Belgaum, where the condition of the ghat cultivators is considered so precarious owing to forest restriction, the proportion of the area in forests is larger than in any district above ghats except Nasik, and that the population is denser than any except Satara.

* * * * *

“But they seem to show that in abnormal years the Karnatak was, even if it is not now, open to great suffering and mortality. The fact was the famine of 1876-77 was more

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severe in the Karnatak than anywhere else. Hence it affected a higher stratum of the population. It is impossible for any one who has seen the two countries to think the people of the Karnatak as a whole worse off than those of the Deccan. But it would be perhaps unsafe, in face of all the facts, to conclude that there is no class or even less than 2½ per cent. who in normal years are unable to get sufficient food.

"The causes of indigence are everywhere debt and reluctance to migrate. In Belgaum the Marathas are most numerous and debt is accordingly the most prevalent. But indebtedness, owing to the absence of the Marwadi, is less pressing than in the Deccan. In the ghats of Belgaum Messrs. Woodward and Knight think restriction on kumri cultivation has caused distress. Poverty of soil is perhaps a cause in Bijapur."

The primitive tribes in the hill tracts and some ten per cent. of the smaller agriculturists and depressed castes are in this condition. The numbers are nowhere relatively large except in the ghat districts.

6. The proportion of area under irrigation being small, the whole of the affected tract is specially dependent on the sufficiency and timeliness of the rainfall. The importance of timeliness was remarkably illustrated in the present famine. The hill districts, which were perhaps the most severely affected, had nearly all of them an excessive rainfall. The whole of it, however, fell in the early part of the season and prevented the young crops starting well. It then failed from August onwards when required to enable the crops to mature. A fall far below the average is often sufficient to secure a good harvest provided that it be timely. This is particularly the case with the bajri crop on light shallow soils of the Deccan. Here an inch too much at a time may wash the crop away and an inch too little at another will allow it to die.

7. This question has been answered to some extent under 5. The section of the population there specified are undoubtedly possessed of little or no reserve. The proportion of population on the whole tract is not likely to be less than 10 per cent.

8. In extent the distress is about the same as that of 1876-77. In that year the two districts of Belgaum and Dharwar were severely affected and the ghat tracts were exempt. In this famine Khandesh, parts of Nasik and the ghat tracts were more severely affected, and middle and western Dharwar, and Belgaum and middle and eastern Satara very little. As to severity, the failure of crops was far greater, far more acute in Nasik and Khandesh, perhaps about the same in Ahmednagar, less in Poona, and further less in Sholapur, but no less in Bijapur. The consequent pressure on the population was severer in Nasik and Khandesh, but I should judge less severe in other places on account of the possession of larger resources to start with.

9. To the first part of the question I should be inclined to reply in the negative on the whole. There were perhaps local exceptions of over-estimate and under-estimate. My own belief is that the Famine Code system is not perfectly suited to the opening of a famine. But given the Code and the necessity of applying it, I do not think that the amount of relief or its character was affected by any error in the estimate of resources of the people. Information on the subject of this question will be found in subsequent answers.

As to the sufficiency and economy of the relief measures.

10. The answer may be inferred from the statement below:—

| Details. | 1896-97. | 1876-77. |
|---|-----------|-----------|
| 1.—Area affected, in square miles | 47,103 | 34,183 |
| 2.—Population affected | 7,891,073 | 5,018,992 |
| 3.—Average daily number of persons relieved | 321,833 | 332,837 |
| 4.—For how many months | 12 | 12 |
| 5.—Maximum average number of any month | 458,440 | 513,878 |
| 6.—Month in which maximum occurred | September | June |

| Details. | 1896-97. | 1876-77. |
|---|----------|----------|
| 7.—Percentages upon population of affected area— | | |
| (a) Maximum average in column 5 | 5.8 | 10.2 |
| (b) Daily average in column 3 | 4.1 | 6.6 |
| 8.—Percentages upon total population of affected districts— | | |
| (a) Maximum average, column 5 | 5.0 | 6.4 |
| (b) Daily average in column 3 | 3.5 | 4.2 |

The number of persons on relief amounted in the worst month to under 6 per cent. in 1896 and about 10 per cent. in 1876 of the population of the affected area. In neither case does the percentage approach 15. But the height of the percentage depends to a large extent upon the mode of estimating the affected area. I believe that the total area affected, presuming the word "affected" to be used in the same sense for both famines, was much larger in the present than in the last famine, but that the intensely affected area was smaller. Reference to Statement V will show that in the districts of Khandesh, Sholapur and Bijapur the percentage of the total population relieved was considerably larger in 1896 than in 1876. The reverse was the case in Poona, Satara, Belgaum and Dharwar. The only tracts that I should call intensely affected in the sense that the term was used by the Famine Commission of 1879, are Sholapur and Bijapur, parts of Ahmednagar, and possibly Nasik and a small portion of Poona. The ghat tracts in Ahmednagar, Poona and Satara may be described as severely affected, the remainder as slightly affected. It was clear from the figures of both 1876 and 1896 that the percentage may be exceeded in particular tracts. In 1876 the Bijapur percentage exceeded 20, and in 1896 the percentage in Sholapur and Bijapur was 17.

I believe that 15 may be taken as a liberal standard for the whole tract likely to be affected in Bombay; 12 per cent. I should take as a safe standard. The tendency in each successive famine will be for more persons to apply for relief, as the system gets better understood. On the other hand, in each famine new experience will be gained in the art of restricting relief to deserving subjects. If the famine were confined to one or two even of the worst districts, the percentages of a widespread famine like the present would not be reached. Prices would not rise so high, employment and food could be obtained in neighbouring districts. But an extensive famine is conceivable which, while embracing large areas adjacent to the Presidency, might affect only two or three Bombay districts. In such a case the percentages would very likely rise as high as in the late famine. Thus suppose Hyderabad and Mysore territories together with Bijapur and Sholapur (Bombay districts) to be affected with intense famine, I should expect the Bijapur and Sholapur percentages to rise to 17 at least.

11. The standard of the Famine Commission was avowedly pitched high at double the amount of relief given in Bombay and Madras. I doubt whether in Bombay we shall ever have famine comparable to the bad Madras famine of 1877. But such predictions are dangerous. It was formerly believed that the Central Provinces were immune. They have now had their turn of the worst possible famine, and Bombay's turn may come likewise. If it be admitted that in Ahmednagar the famine was intense, an admission which on other considerations I am hardly disposed to make, then the percentage of 15 will be found to conform singularly well to the Famine Commission's estimate.

I should note that while the Famine Commission state that the percentage realised varied in Bombay at from 6 to 15 per cent., the actual numbers in 1876 seem to have been from 3½ to 20 per cent. (omitting the very slightly affected district of Khandesh). In the recent famine they vary from 2½ to 17½.

12. The opinion I formed was that throughout the affected area at the commencement of the famine, but locally throughout the scarcity, larger numbers received relief

than was necessary. The number of works and camps and the absence of the distance test had the effect of emptying villages on to works situated near them. Many instances could be produced of people going to the works as long as they were near their villages. When the camp shifted to the vicinity of other villages the people of the first set left the work and those of the next set of villages came on to it. My view is that, generally speaking, and in the earlier stages of the distress, those who were unwilling to go at any rate moderate distances cannot have been in great need of work. As an illustration of these remarks the following paragraph may be taken from my report on Sholapur:—

"55. (Last sub-para.).—The mere fact that between seven talukas there are eighteen works and that the taluka of Karmala has five of them is enough to indicate how accessible they are. But when in addition it is remembered that these works consist of metal-breaking at different points along long lines of road, the degree of the accessibility to relief workers will be better appreciated. Thus Sangola has only one whole work and part of another. But the camps and working stations are distributed over such a long line that the people are as well off as if there were six or seven different small works in the taluka. As a matter of fact the labouring population of villages adjoining the works is simply emptied on to them."

The following extracts from my reports contain comments on the excessive number of women and non-working children on works, a fact from which the conclusion was drawn that the able-bodied were able by aid of their children's doles to support themselves with the minimum of work, and that the men to a large extent remained at home because able to obtain support for their wives and children on easy terms and at easy distance on the works:—

Paragraphs 38 and 39 from Bijapur Report:

"38. One remarkable feature in the composition of relief workers in this district is the high proportion of women. The following are the figures according to the latest return of the 6th March:—

| | Numbers. | Percentage of total. |
|--------------------|----------|----------------------|
| Men | 15,654 | 27 |
| Women | 26,203 | 44 |
| Children | 16,974 | 29 |
| TOTAL | 58,831 | 100 |

"The women thus exceed the men by 68 per cent. In Sholapur and Poona the excess of men over women is only 24. Even Ahmednagar, with an excess of 52 per cent., does not equal Bijapur in this respect. It is supposed that the men are employed on the works for which tagai has been granted. It is also that the women on works may belong to men who have emigrated in search of employment.

"In the famine of 1876-77 women employed were usually in excess of men, but the difference never exceeded 20, and was generally about 16 per cent.

"39. If the caste table be examined it will be found that among the Lingayats, Dhangers including Kumbhars, and Marathas, the castes which probably include the majority of actual cultivators of the soil and holders of land, the excess of women is moderate. Among the labouring castes—Mhars, Mangs—it is very high; among Mhars nearly 100 per cent., among the Berads it approaches 70 per cent. It may be that the Mhar males have remained in their villages in order to perform their hereditary duties to Government and the village community. The Berads are largely employed as village watchmen: some of them have very possibly gone thieving.

"But the cause of the large excess in all castes is very probably due simply to the fact that, owing to the considerable number of works in the district, and their scattered character, no one has really far to go for employment, and that owing to the system of wages a woman with a minimum of work can obtain sufficient to keep herself and her children, while the husband finds in other sources of employment enough to maintain himself only. With respect to the large number of works in the district, it may be observed that there are now 18 works, that is, an average of over two per taluka. The Famine Commissioners contemplated only one. Then most, if not all, of these consist of roads, each of several sections, with its own camp. So far as it was possible to judge by personal inspection, the villages near works were almost emptied of their labouring population, irrespective of their condition, the reverse being the case in villages far from works."

Paragraphs 55 and 56 from the Sholapur Report:

"55. The numbers of Malsiras may be increased by importations from Phaltan and from the Mán Taluka of Satara. The latter, it is true, had fair crops. But people are well accustomed to migrate in search of labour and go in normal years as far as Bombay in search of it. It is probable enough, therefore, that in the absence of work in their own taluka some have come down to Malsiras.

"The numbers in Barsi and Karmala, it can hardly be doubted, are swollen by accessions from the Nizam's territory. Both sub-divisions contain works which are closely adjacent to that territory—those in the north-west corners of the sub-divisions might almost have been selected for the convenience of the Nizam's people.

"The mere fact that between seven talukas there are eighteen works and that the taluka of Karmala has five of them is enough to indicate how accessible they are. But when in addition it is remembered that these works consist of metal-breaking at different points along long lines of road, the degree of the accessibility to relief workers will be better appreciated. Thus Sangola has only one whole work and part of another. But the camps and working stations are distributed over such a long line that the people are as well off as if there were six or seven different small works in the taluka. As a matter of fact the following population of villages adjoining the work is simply emptied on to them.

"56. As regards the wage, attention is invited to the observations made in paragraphs 43 and 44 of the report on Bijapur. The same abuses of the liberal provisions of the Famine Code flourish in Sholapur. According to the figures of the return for March 6th:—

| | |
|----------------------------|------------------------|
| Men | 24,917 or 34 per cent. |
| Women | 30,982 or 42 per cent. |
| Working children | 17,542 or 24 per cent. |

"The women exceed the men by 24 per cent. and the proportion of non-working children to workers is as high as 46 per cent. The reason, it can hardly be doubted, is the same as in Bijapur. The men get employment in villages and send their women on to the work to supplement their earnings by the wages they themselves earn on the relief work and the subsistence allowance to their infant children."

The same inference may be drawn from the fact that from the beginning of the famine till the month of March the proportion of dependants and children relieved was decidedly higher than in 1876-77.

In individual districts the differences are very striking as illustrated by the following statement:—

| Districts. | Percentage of dependants to total relieved in month of May 1897. |
|----------------------|--|
| Nasik | 37.1 |
| Ahmednagar | 22.9 |
| Poona | 15.1 |
| Sholapur | 30.9 |
| Bijapur | 21.7 |
| Satara | 17.3 |
| Belgaum | 28.6 |
| Dharwar | ... |
| Khandesh | 30.1 |

The proportion in Khandesh, Nasik and Sholapur is nearly twice as high as that in Poona and Satara and 50 per cent. higher than in Bijapur and Nagar. The reason is not easy to explain unless there was some difference in classification. The proportion of dependants was a good deal higher in all districts at the beginning of the famine.

The differences of the same kind in respect of gratuitous relief are exhibited in the following statement:—

| Districts. | Percentage of gratuitously relieved in May 1897. |
|----------------------|--|
| Nasik | 2.3 |
| Ahmednagar | 11.8 |
| Poona | 29.5 |
| Sholapur | 9.8 |
| Bijapur | 21.7 |
| Satara | 1.5 |
| Belgaum | 5.5 |
| Dharwar | 209.2 |
| Khandesh | ... |

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These differences again point even more closely to some differences of administration.

13. Any answer to this question must be given with great diffidence by an officer like myself who was not responsible for the administration of relief. It was, however, my impression in one district that as the distress advanced some sections of the hill population showed that they would not travel to a distance for work although they were in urgent need of it, and could not do without it, unless at the expense of severe suffering if not of actual starvation, and that it would have been advisable if practicable to open more works in the neighbourhood of their villages. There were, however, numerous practical difficulties in the way of providing work in the hills at the beginning of the rains, and the local officers and Government after inquiry were of opinion that the grant of takavi and of gratuitous relief was the better way of dealing with the case. Whether this was so I am unable to judge.

15. Government have recorded their view of the conclusion to be drawn from the mortality statistics in the Resolution No. 2010-Fam., dated 28th December last. As regards the mortality on works there can be no doubt that the conclusions are correct and that it was most gratifyingly low.

As regards general mortality also the statistics may be regarded with some, though not with unmixed, satisfaction. The extent of the mortality can hardly be correctly gauged without some check on the mortuary statistics by means of a check census or similar device. But it is clear that that registration of mortality in villages is improved since 1876. The annexed statement (No. VIII) shows that the average number of deaths for five years registered in the affected districts is 239,992. A similar average for the five years preceding 1876 would have given no more than 179 to 180 thousand deaths.*

* Estimate from 9 months' figures given in the minute of Sir Richard Temple.

The number is still considerably short of 35 per mille, which in 1876 was considered the true normal death-rate. I should doubt, however, whether this conclusion is supported by the fact that the census of 1891 showed a heavy increase in the population in some of the most severely affected districts. These districts, in normal years and apart from occasional epidemics, are probably pretty healthy. I should be inclined to put the true death-rate at about 30 per mille, which is nearer the amount registered. The excess occurring during the year November 1896 to October 1897, inclusive, amounts to 120,708 deaths, or 41·6 per cent. over the normal. This is a pretty large excess. In the Government Resolution it is attributed to the effect of cholera. The soundness of this conclusion appears to me somewhat uncertain. Thus the districts of Bijapur and Sholapur, which were similarly circumstanced as regards famine, show widely different excesses of mortality above the normal, that of Sholapur being 37 and that of Bijapur 62. The mortality from cholera was about the same in the two districts, 5·23 in Sholapur and 5·46 in Bijapur. The difference is very possibly accountable to greater accuracy of registration in Sholapur, which with a smaller population and similar climate to Bijapur shows a considerable excess of deaths registered in ordinary years. The mortality of 1896-97 in Bijapur is in scarcely any larger proportion to its population than that of Sholapur. Comparing the total mortality of 1896-97 with that of 1876-77 it is found that 410,700 deaths took place in the former year as compared with 417,000 about in the latter. But the number of deaths in 1876-77 was probably considerably under-estimated, notably in Sholapur, which registered probably not more than half the actual number. In Bijapur the deaths of 1876-77 may be put at at least 73,000 as compared with the 35,000 registered in 1896-97. The mortality in all plain districts was undoubtedly far less during this famine than in the last. But it is noteworthy that out of four districts Poona, Satara, Nasik and Bijapur, which show for 1896-97 a mortality of 50 per cent. and over in excess of the normal, three are ghat districts. It is worth perhaps ascertaining whether the mortality of these districts was specially excessive in the ghat talukas. Certainly it was in the ghat tracts that in the course of my tour I saw the greatest signs of privation. The lowness of the excess mortality in Ahmednagar is remarkable. It is no doubt partly due to the ease with which relief could be, and the completeness with which it was, furnished in the ghat tracts. But it is a circumstance which might be taken to indicate that the scarcity was not really so intense in Ahmednagar as might be inferred at the first glance from the large numbers receiving relief.

16. There was one change at least of the kind, namely, the substitution of kitchens and cooked food for cash doles in

relieving dependants upon works. The effect of this reduction was marked in April when, although the number of workers increased over those of March by 18,704, those of dependants fell by 13,379. The average percentage of dependants to total relieved fell owing to the extension of the kitchen system from 29 in March to 14 in October. At the same time the percentage of persons gratuitously relieved increased during the same period from 6 to 32. The bulk of this increase must have been due to other causes, but it may have been in part due to the bringing of dependants, who refused kitchen relief on the works, on to the village doles.

Another change which took place was the practice of fining to below the minimum or D wage. Whether this can be called a change of the scheme, however, is questionable. But there can be no doubt that as the famine advanced the practice extended, and it is at least probable that it kept down the numbers.

I do not believe that either change had the effects described in this question to any material or general extent.

17. No.

18. I think that the principle in question was observed in the late famine so far as was compatible with the directions for its application laid down in the Famine Code. But I also think that the rigid adherence to a system of task work, the want of liberty to enforce a distance test, the grant of liberal cash doles to children, prevented the observance of the principle to the fullest possible extent.

19. Yes. But I believe more work could have been obtained from them under a better system than that prescribed in the Code.

20. Yes.

21. The persons relieved otherwise than through a labour test were—

(1) Dependants who, generally speaking, received relief on works first by cash dole, then in kitchens.

(2) The gratuitously relieved, who obtained relief for the most part in the villages mostly by grain doles, and to a small extent in poor-houses.

The numbers and percentages of persons relieved under these categories to the total population of the affected districts is given below :—

| | | | 1896-97. | 1876-77. |
|---|---|-------------------------|-----------|-----------|
| Total population of affected districts. | | | 9,093,580 | 7,963,927 |
| Dependants | • | Maximum average number. | 116,527 | 108,606 |
| | | Daily average number. | 66,680 | 52,399 |
| Gratuitously re- lieved. | { | Maximum average number. | 88,552 | 92,492 |
| | | Daily average number. | 36,024 | 32,708 |
| Total of persons not subjected to labour test. | { | Maximum average number. | 295,079 | 201,098 |
| | | Daily average number. | 102,704 | 85,607 |
| <i>Percentages upon total population of affected districts.</i> | | | | |
| Dependants | • | Maximum average number. | 1·28 | 1·36 |
| | | Daily average number. | 0·73 | 0·66 |
| Gratuitously re- lieved. | { | Maximum average number. | 0·97 | 1·16 |
| | | Daily average number. | 0·39 | 0·41 |
| Total of persons not subjected to labour test. | { | Maximum average number. | 2·25 | 2·52 |
| | | Daily average number. | 1·13 | 1·08 |

Out of a daily average of nearly 322,000 persons nearly 103,000 or one-third were not subjected to the labour test. In 1876-77 the proportion of persons not subjected to the labour test was one-fourth.

It may be pretty safely inferred that the proportion will be pretty constant in any severe famine. I should hardly call it a comparatively small proportion of the total population.

It is doubtful whether the proportion could be much lowered. The introduction of a kitchen system at the beginning of a famine would probably lower the percentage of dependants to between 15 and 20, but it might similarly increase the percentage of the gratuitously relieved. I should not think it safe to estimate for less than 30 per cent. of total relieved under these categories in any future famine.

It is clear from the figures of both famines that, as might be expected, if the system undergo no change, the proportion of dependants will be fairly constant (see April to July figures of famine of 1876-77) and that the percentage of those on gratuitous relief will steadily rise (see figures of both famines). When people in the rains leave the works for their villages it is inevitable that the numbers receiving village relief should increase.

The following statement shows the percentage for each district of the dependants and gratuitously relieved to the total number of workers (daily average):—

| Districts. | 1896-97. | | | 1876-77. | | |
|------------------|-------------|------------------------|---------------------------|-------------|------------------------|---------------------------|
| | Dependants. | Gratuitously relieved. | Total of columns 2 and 3. | Dependants. | Gratuitously relieved. | Total of columns 5 and 6. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Khandesh . . . | 34.1 | 1.05 | 35.15 | 20.4 | 2.7 | 23.1 |
| Nasik . . . | 46.2 | 4.7 | 50.9 | 27.3 | .07 | 27.37 |
| Poona . . . | 26.3 | 46.8 | 91.1 | 27.3 | 23.8 | 51.1 |
| Satara . . . | 16.1 | 9.1 | 25.2 | 25.9 | 11.06 | 36.96 |
| Ahmednagar . . . | 36.2 | 17.5 | 53.7 | 29.0 | 9.4 | 38.4 |
| Sholapur . . . | 35.9 | 12.02 | 47.92 | 16.6 | 14.3 | 30.9 |
| Bijapur . . . | 21.6 | 16.6 | 38.2 | 20.7 | 12.1 | 32.8 |
| Belgaum . . . | 19.8 | 7.6 | 27.4 | 15.4 | 11.5 | 26.9 |
| Dharwar . . . | ... | 58.09 | 58.09 | 16.4 | 5.2 | 21.6 |

22. In my opinion Mr. Higham in his note on Bombay relief works has arrived at a correct appreciation of the facts. At any rate in the earlier stages of the famine a large number of persons were content to work below their capacity for the minimum or D wage. As to the fulness of the task for a given wage I can offer no opinion. The officers whom I consulted generally concurred that it was very easy, and pointed to the fact that piece workers whom they had put on to test the adequacy of the task managed with great ease to exceed it. The wage when it included cash doles for small children, I consider, became more valuable than a bare subsistence wage. As an illustration I extract the following from paragraphs 57 to 59 of my Sholapur report and 41 and 42 of my report on Bijapur:—

"57. On the whole it is feared the conditions on which relief is to be obtained approximate to those which prevailed at the beginning of the famine of 1876-77, and which were discovered to be too easy. In November 1876 there was a large number of works all over the district, and the wages allowed were two annas to a man, one and a-half-anna to a woman and one anna to a working child. At the end of December these terms were improved by giving—

▲ man one anna, 1 lb grain or its equivalent in money.

A woman one-half anna, 1 lb do. do.

A child one-half anna, $\frac{1}{2}$ lb do. do.
or 1 lb grain or its equivalent.

"This wage was sufficient to bring 66,000 people on to the works in January 1877."

"58. These wages, it is true, were given independently of the amount of work turned out, it being left to officers to get what they could out of the people. In theory there now exists, owing to the task-work system, a different state of things. In practice, however, it becomes very much the same. For a labourer cannot be fined below the minimum wage, and with the help of the wage of a single non-working child will earn as much as he would have obtained in November 1876.

"59. Thus with grain at 16½ lbs. the rupee, the price at which it was in November 1876, a labourer with one non-working child would earn—

| Minimum wage. | | | |
|-------------------|-------|--------------------|-------|
| | a. p. | | a. p. |
| Man | 1 8 | Woman | 1 7 |
| Non-working child | 0 7 | Non-working child. | 0 7 |
| | 2 3 | | 2 2 |

"The woman's earnings, indeed, on the present system, however little work she may do, would be largely in excess of the amount she would have obtained in 1876."

Paragraphs 41 and 42 of my report on Bijapur:—

"41. Exact figures of the classes of the different labourers have not yet been made available for this report. But it is believed that the vast majority of the women, though considered by the officers of the Public Works Department well able to perform a good day's work, content themselves with getting through a minimum quantity of work, submitting to be placed either in the lower classes of labourers or to fines, which reduce their remuneration to the minimum wage. They then rely for a sufficiency of earnings upon the gratuitous relief given to their non-working children.

"42. To take an example, a mother with two non-working children, who herself earns no more than the minimum wage, will receive when grain is at 20 lbs. per rupee—

| | a. p. |
|-------------------------------|-------|
| For mother per diem | 1 4 |
| For two children | 1 0 |
| Total per diem | 2 4 |

"This is more than in ordinary times she would earn by herself.

"Of course with a still larger family her earnings are increased. With four non-working children she could get 3 annas 4 pies per diem or R 6-4 per mensem, a sum nearly equivalent to the pay of a Mamlatdar's peon.

"(It would be interesting and perhaps worth while to collect on one or two works, where the proportion of women is high, statistics of the number of children, especially non-workers, belonging to each woman, and to see whether there is any preponderance of women with large families over women with small ones.)"

23. The works were certainly much more numerous than one per sub-division. In addition they consisted mostly of road works with a number of different camps scattered along the whole line of road. The extract from my Sholapur report given in answer to question 12 will illustrate the state of things. Workers resided on the relief works whenever they were at a distance from their villages, and as the famine advanced it was endeavoured to make residence compulsory. It is doubtful, however, whether the attempt was in all cases equally strenuous or successful.

24. The statistics are given in the following statement for both famines:—

| | 1896-97. | 1876-77. |
|---|-----------|-----------|
| Total population of affected districts | 9,098,580 | 7,963,927 |
| Maximum daily average { April | 306,502 | 281,590 |
| number of workers. { September | 302,684 | 203,666 |
| Percentage on total population of maximum daily average number of { April | 3.36 | 3.53 |
| workers. { September | 3.32 | 2.55 |

25. It will be noticed that the percentages are not very wide apart.

26. The figures of Statement No. VI by no means prove this proposition. In the 1876-77 famine relief works were

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opened at least as early as in the present famine; the works were scattered and many of them under the supervision of Civil officers; the wage also was so liberal that it had to be reduced. The consequence was that in November, December and January of that famine large numbers flocked on to the works. A stricter system was introduced, however, in January, which severely checked the rush, and the rise in numbers did not recommence until April.

But I do not think the figures of the two famines furnish a good basis of inference. The people, I believe, resorted very eagerly at the beginning of the recent famine to works within easy distance. The distress was not so severe and they had greater resources to start with. They therefore would not go so far as in 1876. What happened roughly at the opening of the famine was that the moment any work was opened the Mhars and other depressed classes of the neighbouring villages flocked on to it. The relief, as shown in the extract given in answer to question 12 from my Sholapur report, was quite as liberal as at the beginning of the 1876 famine, dispensed, indeed, on a scale that was considered too liberal. My belief is that during the 1896 famine, with a stricter system, the numbers would have been, and might safely have been permitted to be, a good deal lower than they were, up to February, possibly up to March. Then, if there had been no change of system instead of a falling off, there would have been a steady increase in May, June and July.

27. Gratuitous relief to dependants was given first by cash doles on the works, afterwards by cooked food in kitchens on the works. Gratuitous relief to others was given almost entirely by grain doles at the homes of the recipients. I must refer to my answer to question 21 and Statement VII. I am not able to understand why Bijapur required to relieve gratuitously such a much larger percentage than Sholapur, still less why Poona had such an enormously greater number than Satara. Of course it was impossible for me to give the clue. I believe the Collectors satisfied Government that there were excellent reasons for the difference.

28. On the whole, yes. But I have very slender grounds for forming an opinion. The only district about which I had serious doubt was Poona, and that doubt was founded entirely upon the figures.

29. The figures of Statement No. VI show that gratuitous relief was on the whole given more liberally in this famine than the last until June. On the whole the change has not been injurious. It is largely due to the systematisation of village inspection. It has not been sufficiently great to have had a marked effect in either of the directions indicated in the question.

30. I am unable to give figures of cost, or to answer this question. The relief units are given in Statement No. VI.

31. For the recent famine the required figures are given in Statements Nos. IX, X, and XI. They show that over the affected tract out of a demand amounting to about 172 lakhs nearly $7\frac{1}{2}$ lakhs or $4\frac{1}{2}$ per cent. were suspended. In the district of Bijapur the suspensions amounted to nearly 20 per cent. of the demand and in Sholapur to $11\frac{1}{4}$ per cent.

In the famine of 1876-77 the suspensions granted amounted to ₹27 lakhs or 19 per cent. of the demand and in the scarcity of 1891 in the three affected districts (Bijapur, Dharwar and Belgaum) a sum of ₹53,000 or something like 1 per cent. of the revenue was not collected.

As regards Loans.

The Statement No. X shows that over 44 lakhs were granted in the year 1896-97 in the distressed area. The largest borrowers were Bijapur with 11.3 lakhs, Ahmednagar with 7.8 lakhs and Sholapur with 5 lakhs. In 1876-77 the advances amounted to ₹1,81,830 over the nine affected districts, and in 1891-92 to $10\frac{1}{2}$ lakhs over the same districts, of which however only Bijapur, Dharwar and Belgaum were considered to be seriously affected.

32. The Famine Commission did not fail to remark the evidence of recuperative power disclosed after the famine of 1876-77. They pointed out that former famines had resulted, in parts of the Bombay Presidency, in the depopulation of large tracts of country which remained deserted for years afterwards. So far from any such occurrence manifesting itself in 1876-77 it was observed (Famine Commission Report, Part I, paragraph 84):—

"In Bombay there was an actual increase of 70,000 acres of revenue-paying occupied land in excess of the previous year,

and the land revenue was increased by one lakh over that of 1876-77 and by $4\frac{1}{2}$ lakhs over the average of the last ten years. 'Thus,' as the Secretary of State remarked, 'in a year itself of deficiency of crops, depression of trade, and general unhealthiness which immediately succeeded the most calamitous famine of modern times, the facts testify to a remarkable development of the power of the agricultural classes to resist and recover from the effects of unfavourable seasons.' We may hope that the same recuperative power of the country will manifest itself more and more clearly in future, and that it will, by degrees, extend from the land-owning classes to all parts of the population."

The present famine shows the same signs of recuperative power, but to an even more marked extent. The first and perhaps most forcible proof of this assertion lies in the maintenance of the occupied area. The Bombay ryot, if he retains his land, becomes liable for the revenue of it, whether he procures a crop from it or not; he pays for its fallow as well as for its crop. On the other hand, if he chooses to throw it up, he can get rid of his liability for revenue. Under pressure of the famine of 1876-77 large areas were thrown out of occupation in the affected tract. The following extract from the annual report for 1896-97 of the Department of Land Records and Agriculture will show that although the cultivated area of 1896-97 decreased by nearly 51 lakhs of acres or 20 per cent., the occupied area actually increased. Before, however, drawing final conclusions on this subject, it will be necessary to await the figures of another year. Some land may have been thrown up which has not been formally relinquished. But the extent to which the revenue has been paid up indicates that, except possibly in Bijapur, such area cannot be large:—

"63. * * * In the Presidency both the 'gross' and 'net cropped' areas decreased by nearly 51 lakhs of acres or over 20 per cent. That cropped more than once declined by 12,000 acres or 1.8 per cent. In Sind, on the other hand, the areas under all these three descriptions increased; the 'gross' and 'net cropped' areas increasing by over 21 per cent. and that cropped more than once by 25 per cent. The marginal table shows variations in the cropped area district by district. Examination of this table shows that owing to the exceptionally unfavourable season the net cropped area (column 2)

| District. | ACRES (000 OMITTED). | | |
|---------------------------|----------------------|-----------------|----------------------------------|
| | Net area cropped. | Current fallow. | Cultivated, i.e., occupied area. |
| 1 | 2 | 3 | 4 |
| <i>Presidency Proper.</i> | | | |
| Ahmedabad . . . | -45 | +20 | -25 |
| Kaira . . . | -12 | +6 | -6 |
| Panch Mahals . . . | +1 | +2 | +3 |
| Broach . . . | -5 | +4 | -1 |
| Surat . . . | -5 | +5 | ... |
| Khandesh . . . | -168 | +166 | -2 |
| Nasik . . . | -359 | +377 | -12 |
| Ahmednagar . . . | -618 | +620 | +2 |
| Poona . . . | -287 | +293 | +6 |
| Sholapur . . . | -767 | +767 | ... |
| Satara . . . | -93 | +103 | +10 |
| Belgaum . . . | -243 | +248 | ... |
| Bijapur . . . | -2,136 | +2,155 | +19 |
| Dharwar . . . | -272 | +284 | +12 |
| Thana . . . | -13 | +12 | -1 |
| Kolaba . . . | -7 | +7 | ... |
| Ratnagiri . . . | -6 | +4 | -2 |
| Kanara . . . | -4 | +6 | +2 |
| <i>Sind.</i> | | | |
| Karachi . . . | +63 | -56 | +7 |
| Hyderabad . . . | +65 | -75 | -10 |
| Shikarpur . . . | +234 | -278 | +12 |
| Upper Sind Frontier . . . | +61 | -45 | +16 |
| Thar and Parkar . . . | +93 | -57 | +36 |

decreased in all districts of the Presidency Proper except the Panch Mahals, where there is a small increase, the contraction being more conspicuous in the affected districts of the Deccan and the Karnatak. Of all these districts Bijapur shows the largest shrinkage of 2,136,000 acres or 76.4 per cent., and then come Sholapur and Ahmednagar with 37.1 and 22.8 per cents. The magnitude of the shrinkage is an index of the intensity of the distress which prevailed during the year. Column 3 shows that nearly the whole of this decrease has appeared in the form of fallow. Changes other than those caused by the effects of the season are shown by column 4 of the table. They are due either to new occupation, relinquishments or forfeitures or to modifications in the gross area of available statistics. Panch Mahals, Bijapur and Dharwar are the only districts which presented some newly occupied areas. But two-thirds of the land thus taken up in Panch Mahals and the whole of it in Bijapur and Dharwar remained fallow when the season proved unfavourable."

The next indication of recuperative power is to be found in the payment of revenue. From paragraph 26 of the

annual report it will appear that the number of cases in which the severer forms of pressure had to be applied to recover the revenue was almost *nil*. Many notices were served, but this proceeding amounted to nothing more than a formality, giving the occupants to understand that the revenue would not be foregone unless it were proved that the occupant was really unable to pay.

The total result was that in the affected area, out of 172 lakhs of rupees revenue, between 4 and 5 per cent. were suspended and a nominal quantity remitted. The percentage of collections varied from 96 in Khandesh to 82 in Sholapur and 77 in Bijapur. This is remarkable evidence of the moderation of the revenue demand and of the capacity of the ryot to pay it.

In the next place the number of new wells shown as built in the affected area during the five years ending 1896-97 is not less than 26,000, three-fifths of them pucca. The great majority of these must have been built during last season. They were built partly from tagai advances and partly from private resources. The tagai granted for construction and repair of wells in the affected districts amounted to about Rs22 lakhs. At Rs200 per well this would account for about 11,000 wells. Therefore of, say, 20,000 wells, not less than 9,000 were built by private enterprise. The Ahmednagar and Khandesh Districts, with over 5,000 new wells each, were most remarkable in this branch of industry. Considering the large advances of tagai (not less than eleven lakhs) in the Bijapur District it is remarkable that the number of new wells, nearly 2,300, most of them kaccha, in it was not larger.

A source of considerable profit to many landholders was the high price obtained for the produce of irrigated lands. The increase in the irrigated area was not less than 234,000, and a profit of Rs30 per acre on the average, after allowing for amounts saved for consumption by the owner of the land, would be very moderate; that at this rate special profits up to 70½ lakhs of rupees were made by the fortunate holders of irrigable lands.

On the other hand, there was a terrible loss of cattle

| DISTRICT. | Decrease in number of cattle. | Percentage. |
|------------|-------------------------------|-------------|
| Khandesh | 111,000 | 11·6 |
| Nasik | 75,000 | 12·6 |
| Poona | 55,000 | 9·2 |
| Satara | 52,000 | 8·3 |
| Ahmednagar | 152,000 | 20·7 |
| Sholapur | 173,000 | 33·8 |
| Bijapur | 285,000 | 45·9 |
| Belgaum | 35,000 | 6·2 |
| Dharwar | 12,000 | 1·9 |
| Total | 950,000 | 16·3 |

as shown in the marginal table. The bulk of the loss was no doubt of useless beasts. But in Sholapur, Bijapur and Ahmednagar, if not in other districts, considerable numbers of useful plough and milch cattle must have perished. The total loss shown by the figures amounts in round numbers to 9½ lakhs; taken at Rs5 per animal the loss must be not less than Rs47½ lakhs.

To this must be added the pecuniary loss representing the failure of crops on dry-crop land. This may be estimated as follows:—

| DISTRICT. | Area under food-crops minus irrigated area, 1895-96. | Ordinary outturn at 470 lbs.* per acre. | Estimates of area and outturn for 1896-97 as per Tabular Statement No. III. | | Deficit in out-turn of 1896-97. |
|------------|--|---|---|--------------------|---------------------------------|
| | | | Area under food-grains minus irrigated area. | Outturn in maunds. | |
| 1 | 2 | 3 | 4 | 5 | 6 |
| | Acres. | Maunds. | Acres. | Maunds. | Maunds. |
| Khandesh | 1,733,658 | 10,185,241 | 1,506,373 | 3,416,406 | 6,768,836 |
| Nasik | 1,540,499 | 9,050,432 | 1,252,776 | 2,780,639 | 6,269,793 |
| Poona | 1,769,386 | 10,395,143 | 993,319 | 1,630,622 | 8,764,621 |
| Satara | 1,458,290 | 8,567,454 | 1,309,129 | 4,656,861 | 3,910,573 |
| Ahmednagar | 2,259,728 | 13,452,152 | 1,746,461 | 2,145,436 | 11,306,716 |
| Sholapur | 1,897,063 | 9,970,245 | 343,000 | 810,000 | 9,160,245 |
| Bijapur | 2,162,335 | 12,703,718 | 148,192 | 167,553 | 12,546,165 |
| Belgaum | 1,337,915 | 8,154,000 | 1,193,063 | 3,282,724 | 4,871,276 |
| Dharwar | 1,375,416 | 8,080,569 | 1,249,686 | 5,180,007 | 2,900,562 |
| TOTAL | 15,414,290 | 90,558,954 | 9,742,019 | 24,060,168 | 66,498,786 |

* This is the average rate adopted by the Famine Commission in Part I, page 50.

The loss cannot be less than 665 lakhs of maunds, which at the ordinary rate of, say, 32 lbs. per rupee would be equivalent to Rs1,662½ lakhs.

The total loss is—

| | |
|---------------------------------|---------------|
| On account of cattle | 47½ lakhs. |
| On account of food | 1,662½ „ |
| Total | 1,710 lakhs. |
| Deduct profit on irrigated area | 74½ „ |
| Net loss to agriculturists | 1,635½ lakhs. |

This must fall on the agricultural land-holding class and their immediate dependants. As a measure of its significance, it may be noted that it is equivalent to 9½ times the Government assessment.

On the whole, then, although the land-holding class has suffered a tremendous blow, they are far from ruined and may be expected as in former famines to recover themselves within a short period. It was found that while population showed a considerable decrease in 1881 it showed in 1891 more than recovery to the standard of 1872. The inference is that, as a consequence of the present crisis, although population may not have recovered within five years, it certainly will within 15, probably within ten.

Similarly it may be inferred that ten years will be required to make up the loss in cattle.

The affected tract does not contain a large body of what I understand by the term cultivating non-proprietary class, i.e., tenants. But the condition of that class is probably much the same as that of the land-holders.

The agricultural labourers, in my opinion, are injured little, if at all, by the famine. Their chronic condition is one of living from hand to mouth. They are composed of the depressed classes, from 3 per cent. in Khandesh to 36 per cent. in Sholapur of whom were found upon the relief works, and of the poorer members of the agricultural castes about ½ per cent. in Satara to 11 per cent. in Sholapur of whom went on to the works, where they formed 39 per cent. of the total number of workers. During the famine, they were reduced to destitution for want of employment, but will regain it with the return of normal production. Their uniformly satisfactory physical condition on the works and in the villages appeared to me at the time of my visits to the affected districts fairly good evidence that they had ampler resources than at the time of the last famine. The “fat Mhar” was an expression in the mouth of every officer whom I met.

The trading classes.—There can be no doubt that the export grain trade of the districts has been checked for the time. It was, however, replaced by a large import trade in which the same class of persons, the grain merchants, were engaged. It is probable that these people made not much less money than usual in that part of their business. But money-lending was probably contracted. No doubt considerable sums were borrowed for the construction of wells, for subsistence, and payment of the Government assessment. On the other hand, a constant complaint of the people was that the money-lenders would not advance. The general distress has probably resulted in a material diminution of business for the time being, but not in any permanent check to prosperity. The hold of the money-lending classes on the land has of course not been loosened by the distress. But without an examination of the registration statistics and other materials not yet available for the famine period, it will be difficult to estimate what has been going on. A good deal more would be known if a complete record of transfers was kept in each village as in other parts of India.

33. On the whole, I am unable to point to any serious defect in the scheme, though there may be something to criticise in the working of the individual measures.

As to the arrangements existing for ascertaining the imminence of scarcity.

34. The present arrangements appear to be quite sufficient to enable the Collectors to inform Government in plenty of time of the occurrence of any failure of crops so serious as to demand the institution of relief operations. There is no material improvement to be made as regards rainfall, the machinery for reporting which is exceedingly good. The rainfall reports, too, are accompanied by general remarks regarding the condition of the crops. Regarding the latter, however, it would be easy to suggest improvements in the precision and detail of the information. No large alteration in the arrangements, however, could be made without adding very materially to the work of village and land

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record establishments. At present a Collector depends more or less upon the Mamlatdar for his information as to failure of crops. He is informed that a certain rough proportion of the areas under leading staples, a proportion expressed in annas generally, has been sown, and that the crop is worth so many annas. More than this perhaps should be done. I append a copy of the forms (Appendix A) which were devised by this Department for reporting the progress of the season of 1897. These forms were submitted weekly and gave a very fair idea of the progress of the sowings and condition of the crops. I doubt, however, if such elaborate information is necessary to enable Collectors to anticipate serious distress. It is interesting, no doubt, in a time of anxiety. I am considering the advisability of proposing some permanent form of report, less elaborate, but which would equally compel the whole village and taluka staff to keep their eye upon the sowings and crops throughout the season. I can hardly doubt that some such system would in time lead to a more correct appreciation of the situation on the eve of a scarcity.

Last year by the order of Government, notwithstanding the deliberate, apparently even intentional, omission of any such direction from the Famine Code, the Director and the Deputy Director were sent through the affected districts to check the estimates of area and outturn of the various crops, and special returns of them were obtained from the District Inspectors. I hardly think any such process is required annually. The returns of area under the principal cereals were found to be fairly correct, and the estimates of outturn did not, as regards unirrigated crops at any rate, differ very materially from those of the Collectors. Closer estimates, however, were obtained of the yield of irrigated crops, the produce of which was found to be of much more considerable quantity and importance than had been supposed. The facts regarding irrigated staples have now been much more precisely ascertained, and by using data collected on this occasion could be made of considerable service on the eve of another famine.

35. The revenue village organisation is complete and elaborate throughout the Presidency, with the exception of the district of Ratnagiri, in the Khoti villages of which there are no accountants. Without the annual preparation of papers for each village or group of villages, it would be impossible to obtain more than the roughest estimate of area and outturn of crops. But a rapid tour by a person not inexperienced in estimating the condition of crops and picking up information from the people will always get a sufficiently close idea of the state of the crops for famine purposes.

36. As to kinds of crops grown, the returns are as a whole reliable. Even where village officers shirk field inspection, it is easy for them, to ascertain pretty closely even without it what crops are grown in each field. The owners will tell them; half the village knows. The omissions and fudgings take place with regard to the subordinate crops of mixtures, the areas of which are anyhow very difficult to estimate. Late sown crops are often omitted, the village officers seldom making more than the two inspections which constitute the minimum prescribed by the rules.

The areas of the principal staple cereals are very fairly reliable, that of the pulses is less so. They are largely taken as second or mixed crops, and their areas are hard to estimate. But their condition is so frequently the same as that of the cereal with which they are sown, and the areas of pulses and cereals bear such a constant relation to one another, that the returns furnish very good indications of the fluctuations in area and outturn of these crops also.

The outturn estimates are improving, but are less satisfactory. There is a constant tendency shared by all subordinate officers to under-estimate the outturn. It is my strong opinion that the higher class of officers might be better judges of outturn than they are. It is not a matter of great difficulty to attain to a fair estimate of the number of pounds per acre in a crop, and a little practice and observation will render an intelligent officer expert at comparing one year's crops with another's. We are gradually getting near to the truth as to the yield of crops in this Presidency. The basis of our knowledge is a set of "formulae" compiled in 1883 by a committee of officers of the Survey Department, whose information was the result of years of observation. These estimates have been checked to some extent by means of the crop experiments which are conducted by superior Government officers on crops typical of the average of a considerable tract. These, again, have been further checked by the eye estimates of, and the information collected by, Mr. Mollison, the Deputy Director, an

expert whose eye estimate of a crop in England would be gladly accepted for valuation purposes. When these average crops have been closely estimated, I believe it will be possible to give annually a fairly close estimate of the gross production at any rate of the principal cereals in every district, and this is the end we are working up to.

37. The detailed returns are not as a rule furnished early enough to be a guide as to the extent of the apprehended distress. As above indicated, however, I doubt whether detailed returns are seriously required for that purpose. The character of the rainfall and the general reports of the sub-divisional officers are enough to warn a Collector of really serious failure.

38. I do not think the relief arrangements were to any extent based upon the returns at the first start. They were of course largely based on the general information as to the condition of the taluka. This was sufficient for starting test-works which indicated the demand for employment and relief. The extent of this demand was the principal basis of the relief arrangements and was bound to be so. It was ascertained by means of personal inspection and inquiry by the village, sub-divisional and district officers.

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. It is a little difficult to be certain that an enumeration of the different measures will be complete. But I think the subjoined list mentions most of them:—

- (1) Large works under the Public Works Department on the Code system.
- (2) Small works under the Civil Departments, Local Boards and Municipalities also on the Code system.
- (3) Cash doles to non-working children and dependants given on the works.
- (4) Cooked food for non-working children and dependants on the works.
- (5) Special hospital arrangements for the sick, provision of medical comforts, special arrangements for pregnant women on the works.
- (6) The provision of hutting on relief works.
- (7) Village doles, generally in grain, to the infirm and destitute, the aged and children unable to be provided for on works.
- (8) Doles in villages, generally cash, principally to village servants, such as watchmen and *Mhars* who were prevented from going to the works by the necessities of their service.
- (9) Special measures for the relief of weavers.
- (10) Relief in poor-houses.
- (11) Grant of loans under the Agricultural Improvements Loans Act. Takavi,—similar grants for subsistence, principally in the hill tracts.
- (12) Grants under the Agricultural Loans Act for seed and cattle.
- (13) Suspensions of land revenue.
- (14) The import of grass from forest reserves for maintenance of cattle.
- (15) The throwing open of reserves for grazing.

The only example of private relief which came directly under my notice was the attempts made by Mr. and Mrs. Weir in Sholapur to dispense work to weavers. No doubt Mr. Weir will describe his system fully. Grain shops were opened in several of the large towns for sale of grain at cheap rates.

40. It was my duty to make an inspection of the famine districts for purposes of estimating the numbers likely to require relief, and to give some account of the condition of the population. It was impossible to do this without ascertaining the mode in which relief was administered, and it had to be pointed out that the numbers receiving relief depended on the continuance of the system in force at the time of inspection, or any changes that might be made. I thus acquired some general knowledge of the system on which relief was being administered.

41. None of the measures specified in answer 39 were, so far as I can remember, not authorized by the local Famine Code.

42. I imagine that the special relief of respectable persons, *parda* women and the like, prescribed in articles 148—151 of the Code, had very seldom to be brought into operation. Poor-houses were rarely resorted to, and special relief of artizans was taken up to a very small degree, and quickly abandoned in favour of relief in the ordinary fashion. It was found that the artizans, principally weavers, were not excessively averse to resorting to the works, or that their aversion was fairly easy to overcome, and that their health in no way suffered. It was alleged that their manual skill in their own employment was affected, but the allegation requires proof.

Remission of revenue was scarcely resorted to. It remains, however, to be seen whether much of the revenue suspended will eventually be recovered in the worst tracts. A very appreciable proportion of the suspended revenue of 1876-77 had to be remitted.

43. It is impossible for me to give any complete answer to this question, which only came incidentally under my notice. I should say that no material departure whatever took place. There were several points in which the literal adhesion to the provisions of the Code was found impracticable. For instance, some sort of distance test was in practice enforced—room not being found on works near villages for the residents of those villages, who were sent on to the next work. Wages were paid less frequently than once a week. The classification of labour was not strictly adhered to, and the rules were variously interpreted on different works. The system of fining also varied considerably. In particular it was found necessary in several, if not in all, districts to fine frequently below the minimum or D wage. The Code rule was practically transgressed, but it was not difficult to justify the transgression on the text of other articles of the Code, *e.g.*, in this case article 87, which provides that the fine may be increased in cases of refusal to work from contumacy.

The enforcement of a distance test was, I think, demonstrated to be a necessity by the experience in this famine. It may be questioned whether the existing provisions on the subject can be pronounced insufficient. But the hands of Government, Collectors and officers in charge of work would be strengthened by the express conferment of a discretion in the matter of imposing a distance test. The discretion should be in general terms, such as that when the Collector was of opinion that relief was being abused by the inhabitants of any village, owing to the proximity of a work to it, he should be empowered to prohibit the admission to such work of the residents of such village. Or the Collector and officers in charge of works might be given power to specify any villages the inhabitants of which should be prohibited admittance to a particular work.

As regards the fining, I believe the departures made were absolutely necessary in order to enable the officers on works to get any decent outturn from a large number of the workers. It is my strong opinion that the officers in charge of works should be given a far larger discretion in the matter of fining, or rather of adjusting the payment to the amount of work turned out. I should not be sorry to see the minimum wage of workers abolished. I should like to see a classification on lines similar to those suggested by Mr. Higham and that any one who was physically unable to perform the carrier task should be at once placed on dole. Those who are physically able should be paid in far stricter proportion to the work they turn out than is possible under the existing task system.

44. The principal advantage of measure (1) is in the direction of securing economy and preventing demoralization. The saving of life might be equally secured by (2). But the control by the Public Works Department is necessary to derive the largest amount of useful work from the worker, and to appreciate its value and the remuneration it deserves. There are, however, also advantages as regards the saving of life. There must be a limit to the number of small works which could be opened with regard to the establishments available for anything approaching to supervision. The Public Works Department, by their power of managing and organising large works, could probably provide for the relief of more persons in a given area.

My inclination is to view cash doles as a mistake from the view of economy. It is possible

(3) cash and (4) grain doles to children and dependants. They may be more efficient for the prevention of suffering and saving of child-life. I do not believe in the inhumanity of the parents. If by means of the cash dole to children they earn a liberal wage the parents will certainly support the child. On the other hand, the food-dole is disliked by many of them. The introduction of kitchens was everywhere

followed by permanent reduction of the number of children. This very possibly resulted in the suffering of those children who were not allowed to attend the kitchen. Many parents, however, who refused to permit their children to attend, probably had resources from which they were able to support them. I believe that economy without sacrifice of life or increasing distress may be secured by a system of wages which compels the parent to earn enough for support of the child, and that with such a system the necessity of separately remunerating children and dependants might be largely restricted or even abolished. But it is evidently necessary that such a system as I advocate should be introduced at the very commencement of the distress. In the present distress the excessive leniency found to exist necessitated the introduction of restrictive measures at later stages. This may have been inevitable, but it is much to be deplored. The right line is to start work on severe lines and to ease restrictions as the distress becomes more acute. Thus in this matter of children's maintenance at the very acute stage of a famine it will very likely be absolutely necessary to prescribe something of the kind. In the earlier stages a number of persons abstain from resorting to the works, from various motives, till they get into a precarious condition. It may well be that they then cannot earn enough for the support of their children, and that separate maintenance must be assigned to the latter. The Famine Code regulations in this respect were, I believe, framed to meet not the incipient and early stages of famine but the fully developed stages. Other remarks on this subject will be found in the answer to question 130.

As regards (8) I think cash payments in every way preferable for the relief of village servants, but that they should be rigidly confined to the officiating servants and not extended to non-officiating members of the families which supply the officiators.

(9) I saw something of weavers and came to the conclusion that very little, if any, material advantage under B, and a decided disadvantage under A, was incurred by employing them on any but the ordinary relief works. Any provisions in the Codes of the future for such special relief should be entirely discretionary.

Regarding (13) and (14) I am strongly of opinion that something more effective ought, if possible, to be done in any future famine than has been effected in the present or past famines for saving useful agricultural cattle. The measures I can suggest now may be crude, but I am reluctant to believe that with time and consideration nothing can be devised. In connection with the use of forests I have ventured to sketch a scheme which may be made the basis of discussion by a Committee of Forest officials and the Agricultural and Civil Veterinary Departments, who could very probably evolve a comprehensive and efficient scheme.

Regarding the other measures I am making suggestions in later answers.

45 and 46. I understand that the improvements to which this question refers are of a general character. Not having had to administer operations for the relief of distress, I have few detailed suggestions to make. The general character of the reforms I would advocate is summarised below:—

- (a) To ascertain the extent and severity of the distress the Director and the Deputy Director and Superintendents of Land Records and Agriculture ought to tour in the affected districts at an early date, check the estimates of Collectors and furnish such independent information as is in their power regarding the condition of the affected tract. This is not provided for in the present revised Code. The Code of 1885 contained an express direction to the Director of Agriculture to visit the famine tracts and supply information regarding their condition. The Director and Deputy Director were, as already stated, sent by Government on tour in the famine districts, and the information obtained in consequence was considered valuable.
- (b) Test works should be opened whenever considered desirable by the Revenue authorities, but should consist of ordinary works at such wage as may be considered reasonable by the Public Works Department, and, to start with, not more liberal than the wages given on other works under the department. The present rule is that test works shall be started on Code wages. As the Code wage now exists with the allowances to dependants, it is generally, by reason of its exact adjustment to the price of food, more liberal than the ordinary wage. This fact perhaps

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escaped the compilers of the Codes. The test works should be few. The work provided, however, should be of the character which the agricultural labourer, and other unprofessional labourers, would have little difficulty in performing. The attendants at these test works would be a good gauge of the necessity for relief works. The caste figures (Statement No. XII) in the present famine show clearly that the first to demand employment are the depressed classes and the landless labourers of all castes. They will resort to any works within reasonable, perhaps within a long, distance where they can get support. They live from hand to mouth and miss their employment in kharif harvests and rabi sowings, and they are ready to take pretty nearly what they can get. The resources they have in hand would enable them to accept a wage nearly approaching ordinary rates, even if it did not provide complete subsistence at the price of grain.

- (c) When relief works are started the wage will, as now, be adjusted to the price of staple grains. But it should be adjusted less to the assumed capacity of the labourer than to the amount of work which he performs. The rough adjustment to capacity is made by prescribing a certain class of work such as all can perform. The wage in ordinary times to this class of labourer provides but a small margin over subsistence for himself and his dependants. No greater margin should be provided in famine time. The inequalities in physical capacity and exertion will then have no greater effect at the one time than at the other. Whether the system should be one of simple piece-work or piece-work with a superior limit, or a modification of these, is a point I must leave to experts. It is distinct from the principle that wage should be adjusted to the quantity of work performed. Half work should only get half wage. There should then be no dole for dependants in either cash or grain in the earlier stages of the famine.
- (d) As regards works and allowances thereon to dependants some relaxation of rule, as the famine advances, must be provided for. If people are seen to be coming on in bad condition or bringing dependants in bad condition the task system with doles for dependants for something more nearly resembling it may have to be resorted to.
- (e) A distance test should be prescribed. To sum up, it should be enjoined to begin strictly, with as near an approach to ordinary Public Works system as possible, and the proportionment of earnings to work, with power to relax as time went on by approach to the existing system of task-work and relief of dependants.
- (f) Generally larger discretion should be given to officers of the Public Works Department. It is admitted that their tendency is in the direction of economy and severity, that of all Civil officers is to some extent the other way. The general experience of the present famine was that relief was, if anything, over-easy to obtain at the beginning. If the Public Works Department were given their way more it would, *ipso facto*, become harder, and this would have a wholesome effect.
- (g) On the other hand, the greatest care ought to be taken to avoid having to increase the severity of the system at the later stages of the famine. There cannot be a doubt that this will always cause a certain amount of stampede, with the infallible effect that some people who leave the works get into bad condition.
- (h) Largely as the system of advances was made use of during the present scarcity, I am not convinced that a larger use still might not have been made of it. I believe that more money would have been given out if the applications could have been more speedily inquired into. This is a matter of establishment presumably. Perhaps the organisation of tagai might by started earlier, too, than it was in this Presidency. That distress would be severe was

almost certain in November, and probable in October. Had special establishments been set to work in October the inquiries into tagai applications would have been completed earlier. There would have been more of them, and the money would have been obtained in plenty of time to spend on the objects for which it was borrowed. In Ahmednagar, if nowhere else, there were applicants who might have obtained loans in time to make wells, if inquiries had begun earlier on a large scale, and who had to go without probably either because the money was not available or because it would have come too late for them to use it with profit on the construction of a well.

- (2) As to suspension of revenue, I was disposed to believe at first that more might have been done with advantage. But the more I think on the subject the less certain do I feel about the advantage of increased liberality in the grant of suspensions in a season of widespread scarcity.

47. I have no other combination of measures to suggest.

48. It occurred to me that the classes in distress were on the whole exceedingly well satisfied with the system as it stood. The general cry was for works near the home, and of course for a more liberal wage. But until the introduction of the kitchens on to the relief works there was nothing like an out-cry.

Intelligent natives did not assist me much with their suggestions. It seemed to me generally that they reasoned little on the question. Their one desire was simply to get as much out of Government as possible.

AS TO RELIEF WORKS.

1.—Extent to which works of public utility may be available as relief works.

53. There are very few of the roads dealt with in the famine that are unlikely to be of some service to the community. The number of new roads made is insignificant. The bulk of the work in connection with roads has consisted of the breaking of metal. It may be very difficult to make use of the metal thus prepared, but there is no reason to suppose that the roads themselves are not useful. Many of them are feeder roads to the railway. It may be hoped that as time goes on, the mileage of metalled road will increase.

54. Probably very little room.

55. It is known to start with by few, but quickly learned. I am myself a strong believer in the advantage of metalled over murum roads, owing to the diminished cost of traction. This advantage, however, varies with the length of road over which traffic is required. If the produce has only a short distance to travel the raiyat will have little difficulty in carting it over a murum road. If, however, the distance to the railway or market is great, the saving to him in traction or the cost of it will be very great if he can be given a metalled road. I should imagine that in most parts of the affected area the main lines of road have been laid out. The principal of these may be maintained out of provincial funds, but a large number are handed over to Local Boards, who in many instances are unable to pay for their maintenance. The collection of metal for the provincial roads and of such local fund roads as are certain to be maintained in efficiency may be expected to be as economical a means of employing famine labour as can be devised. The amount of metal to be accumulated should, however, be limited to the requirements of a reasonable number of years, say the number which is likely to elapse before the next famine. A severe famine is to be expected in the affected districts every twenty years. If no more than ten years' metal is collected the work is not likely to be wasted.

On the other hand, it will be necessary, if the metal is to be utilised economically, to make the lead from the quarries or depôts where it has been broken as short as possible. There are two ways in which this perhaps can be done. The first is by the selection of numerous quarries. This is objectionable, because it entails the splitting up of the work into numerous sections, or else the frequent moving of the camps. The other method which, I believe, has not been tried, but the advisability of trying which may be worth consideration, is the concentration of the metal-breaking camps at a few selected centres, and employing cattle in carrying it to the depôts along the road where it would be most available for use. The cattle might receive their food

only as payment for their use, and in this way a considerable number might perhaps be saved without inordinate expenditure.

It is generally alleged that the metal accumulated during the recent famine may be, much of it, wasted, owing to its being made for roads which cannot be maintained, or stacked in one spot from which it will not pay to cart it. If this is the only reason why it is likely to be wasted, it is difficult to see why the wastage could not be avoided by forethought and system.

In the interval between famine a complete scheme could perhaps be made out showing—

- 1st.—The roads for which metal can be collected with advantage.
- 2nd.—The spots at which camps for metal-breaking should be located.
- 3rd.—The amount of metal to be broken at each of such camps.
- 4th.—Where necessary the places to which the metal collected at the camps was to be distributed and the mode in which it was intended that the distribution should be carried out.

56. Yes, probably.

57. The utility of them is probably not great. The country in which scarcity is likely to be most severe, namely, the eastern zone of scanty and uncertain rainfall, is scarcely capable of efficient irrigation from small village tanks. It seems to have been peculiarly difficult to discover either in Bijapur or Sholapur or anywhere away from the ghats a site for a tank, large or small, that fulfils all the conditions necessary for the guarantee of a supply of water in the season of short rainfall, and experience shows that in no other season will the cultivators take water from a Government tank. In Bijapur there were numerous traces of temporary wells dug in the famine of 1876 which had been deliberately allowed to fall in as soon as the rain appeared again. It is after all a very uncertain thing that the cereal crops in years of normal prices would pay for the cost of irrigation. They certainly would not for irrigation by lift; they might for irrigation by flow if obtained really cheap.

As a means of employing village labour the objection to the tank is that it will serve only for the people of the adjacent village, who will resort to it in excessive numbers, just as they did to the works or sections of works that were situated in their neighbourhoods during the recent famine. The only way to counteract this tendency is to have few and comparatively large works. The tank work might serve as an alternative to gratuitous relief for the infirm class of labourer. But there would be always the difficulty of maintaining supervision over a large number of scattered works.

(ii) Has been already partly answered. There is one tract in the affected area where these tanks may be of permanent utility, and that is in the central and western portions of Southern Belgaum and Dharwar. There exists at the present time a good deal of cultivation under tanks, and there have been complaints that the silting up of these has led to a contraction of the irrigated area. Government recognises the obligation to keep these tanks in repair, if the revenue fixed at the time of settlement is to be levied without diminution. It is possible that the repair of these tanks might be undertaken with advantage, but the case of each particular tank would require investigation. It would turn out that in many instances, what was required was not the clearing away of silt, but the repair of masonry, the construction of a subsidiary work, the raising of a masonry weir and the like, works on which famine labour could not be employed with advantage. But the subject may be well worth considering during the intervals between the famines. The circumstances of 1876-77 show that Belgaum and Dharwar cannot always expect to enjoy the immunity from famine which they had in the past year.

60. The answer to this question is partly given under 57. At the same time it may generally be affirmed that it would not be advisable to rely on village tanks for the employment of really large numbers of people. The average number employable would be too small, and the main reliance ought to be placed on large works.

61. There are reservoirs of the kind in all the affected districts. The Public Works Department will give a complete list.

62. The result of the experience of past famines seems to be that the only works of the kind mentioned which can be relied on to afford an appreciable measure of protection in

famine seasons are those which have a ghat catchment. The above assertion seems to be supported by the observations cited below from two reports submitted by me during the currency of the famine:—

Paragraphs 4 and 5, Sholapur report:

"4. But in one point Sholapur has an enormous advantage, namely, in the extent of its irrigation, which in an ordinary year like 1895-96 amounts to over 92,000 acres net, and over 114,000 acres gross, a larger area than is found in any district of the Presidency Proper, except Poona and Satara. This area includes some 6,000 to 7,000 acres under irrigation from canals, starting from the three large tanks of Ekruk, Ashti and Mhasvad. It is most disappointing that these large works, which between them cost no less than Rs 42,43,995, should not water a larger area. The area said to be irrigable at present is no less than 74,600 acres. The fault, it is believed, lies in the supply from the catchment area which from the very first must have been largely over-estimated. Not only is the area irrigated disappointingly small in ordinary years, but it is liable, in a year of famine like the present, to actual diminution. Moreover, of such water as there is, only a portion can be made available for food crops. The reason of this is that the supply has already been bespoken by the growers of sugarcane and other crops requiring perennial irrigation, whom it is considered inequitable to disappoint of the full quantity they require. It appears urgently desirable, however, to consider whether some arrangement could not be devised for making the whole of the supply from these tanks available for food crops in a year like the present.

"5. But the tanks, although irrigating directly but a small area, do, without doubt, assist indirectly in the profitable irrigation of a much larger area by filling and keeping filled by percolation the wells dug in streams commanded by the tanks. The quality and quantity of the well irrigation in the north of Sangola Taluk and the adjoining villages of Pandharpur has, without doubt, been very considerably improved. The extent of this improvement is not indicated in the returns either of an ordinary year or of the present year, since it is almost impossible to get recorded the large number of crops obtained in succession from land under a well enjoying a full and constant supply of water."

Paragraphs 6 and 8 of report on Pravara River Works Irrigation scheme:

"6. Nira Canal:—

Catchment area, 128 square miles.

Rainfall, 145 inches.

Available supply, between 5,000 and 6,000 million cubic feet.

Culturable area commanded, 227,000 acres.

Irrigable area, 57,000 acres or 25 per cent. culturable area."

"8. The areas actually irrigated by the Nira Canal since the date of opening are given below:—

| | | | | | |
|---------|---|---|---|---|--------------|
| 1890-91 | . | . | . | . | 16,913 acres |
| 1891-92 | . | . | . | . | 28,863 " |
| 1892-93 | . | . | . | . | 18,246 " |
| 1893-94 | . | . | . | . | 24,503 " |
| 1894-95 | . | . | . | . | 28,370 " |
| 1895-96 | . | . | . | . | 23,453 " |

The average amounts to rather over 23,000 acres, but the first year may fairly be neglected, and the average area, after the advantages of the canal had become known, may be taken at 25,000 acres or 11 per cent. of the culturable area under command."

In the present year of scarcity, however, the area irrigated by the Nira Canal has risen, I understand, to 42,000 acres or nearly one-fifth of the culturable area commanded."

The first extract relates to three large reservoirs in the eastern zone, and seems to show that the measure of direct protection afforded by them in the famine season is quite insignificant. But that it deserves to be neglected I am far from believing. The area irrigated in the past season from these tanks exceeded 12,000 acres. At the lowest computation this area produced either actually or the equivalent of 15 maunds of grain per acre. Estimating a consumption of 6 maunds per head per annum, this area sufficed for the support of over 30,000 persons. Add to it the fact that it served to keep in wells water for probably an equally large area, and we have the number of persons supported raised to 60,000. It would not be extravagant to suppose

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cited below from two reports submitted by me during the
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that ten to fifteen thousand of these would otherwise have been found on relief works. The owners of the lands commanded by the canals are many of them fairly off, but their possessing crops in a season like last year's enabled them to provide employment for many persons who would otherwise have come on the hands of Government.

The second extract relates to the Nira Canal. This work irrigates in ordinary years an area of 23,000 acres, on the average, but last year the area increased to 42,000. The revenue, taking one year with another, far more than covers working expenses and departmental book charges. According to the calculation above stated for the Sholapur works, the Nira Canal must have served to keep not less than 30,000 persons from urgent need of relief. The effect of the canal was most marked to the most casual observer. The numbers of persons seeking relief in the taluka (Bhimthadi) were never very large, and in the neighbouring taluka (Indapur) fell away to nothing when the work was not provided close at hand. And many ryots made fortunes during the scarcity, the sums realised by them for their crops exceeding the freehold value of their lands.

But the value of these works as protection against famine is far from exhausted by their assistance to the production of crops in the bad season. They enabled a certain number of cultivators to grow highly remunerative crops in ordinary years, and so accumulate reserves of capital for resistance of the strain of famine years. They act also as protectives of the Government revenue over a far larger area than that of the land watered by them. Every person who holds land commanded by these canals probably also holds other land not so commanded. Such a person will receive neither remission nor suspension in respect of any of the land which he holds. The protection by irrigation of perhaps one-tenth of his holding may secure the Government revenue over the remaining nine-tenths.

63. From the report containing the second of the extracts above quoted, I may summarise a few conclusions relevant to this question. The project dealt with in the report (Pravara Irrigation scheme) is for a dam and the canals estimated to cost 22½ lakhs. The culturable area commanded is 120,000 acres; the area irrigable, i.e., for which water can be furnished without difficulty, is 30,000. Judging from the actuals of the Nira Canal, I estimate that if managed as a protective work the project will irrigate in an ordinary year about 14,000 acres, of which 3,000 acres will be garden and perennial, the remainder kharif and rabi cereals and pulses. In a famine year the irrigated area would rise to 25,000 acres, with 22,000 acres under kharif and rabi crops. The principle of management as a protective work is that the area under perennial and garden crops is restricted in order to make available an abundant supply for the rabi area in the famine year.

In order to estimate what the work would earn if managed as a productive concern, the actuals of the Mutha and Krishna Canals were examined, with the conclusion that the area which would be irrigated each year would be 19,800 acres, of which 8,000 would be garden and perennial, and 11,800 kharif and rabi cereals. The areas would be about the same in a famine year. The great difference, it will be noted, between the two systems of management, lies in the area of cereals and pulses in a famine year, and of perennial and garden crops in ordinary years. If the work be managed productively the water must be reserved in the year of famine for these latter crops, the owners of which cannot be legitimately disappointed, unless they are to be given compensation. It will be seen that the gain in the famine year is only 5,000 acres on the total irrigated area, and 10,200 of that under cereal food crops. The conclusion is that it is very doubtful whether it is good policy to manage these works on the protective principle. The increased wealth earned in normal years provides a larger reserve for use in a year of famine than that obtainable from the increased area of food-crops produced in the famine year by aid of the water reserved for that one occasion.

It may be dangerous to generalise from a single instance of the kind, but the following figures give some idea of what may be hoped from well selected projects with a ghat catchment.

The estimated capital on the scheme is 22½ lakhs. The area of food-crops producible in a famine year is not less

than twenty to twenty-five thousand acres, sufficient for the support of 50,000 to 62,500 persons for one year and 40,000 cattle for six months of severe scarcity, or on an average 1,000 acres and 2,500 persons and 1,150 cattle per lakh of capital. Presuming that 25,000 of the persons helped would be likely to come on relief for six months at Rs 3 per mensem each, the amount saved in the grant of relief alone would be $25,000 \times Rs 18 = Rs 4,50,000$ or about Rs 20,000 per lakh of capital.

This does not take into account either the protection afforded to the revenue, or the number of persons and cattle that may be expected to be saved by the area irrigable from wells, the construction of which will become profitable owing to the certainty of the supply of water available to them by percolation in the neighbourhood of the dam and canals.

In reckoning the remunerative character of a work undertaken in view of famine relief, it was urged above that the expenditure on relief work which would have in any case to be undertaken might be excluded. What proportion of such expenditure could be so allotted in the Pravara project I am unable to say. But presuming for the sake of illustration that it might be put at one-third, then we have—

| | |
|---|------------|
| Total capital expenditure | 22½ lakhs. |
| Of which relief expenditure | 7½ „ |
| Remainder by which remunerative character of work is to be judged | 15 lakhs. |

The return estimated on the project was 3 per cent. on the 22½ lakhs or the equivalent of 4½ per cent. on 15 lakhs, which I believe is sufficient to justify sanction to a work as remunerative.

From the above answer it will be observed that I assume that the only irrigation projects which can be considered reliable are those which have ghat catchments. Such projects, however, have the drawback that employment on the dam can be given only in the ghats. Notwithstanding the severity of the scarcity in the ghats on the present occasion it may be anticipated that a recurrence will be improbable. In 1876 the pressure in the ghats was not comparable with that of the recent famine, and for its recurrence would be required the remarkable combination of circumstances of the season of 1896, namely, an altogether excessive fall up to the middle of August and a complete failure afterwards. Allowing that another ghat famine is improbable, it must be admitted to be disadvantageous that the employment on the dam would be provided in or near the ghats. In order to relieve the tracts most likely to be affected, it would be necessary to induce labourers in considerable number to travel from the plains up to the ghats. There is not this same difficulty, however, about work on the canals, for it is feasible to store the water behind the dam constructed in the ghats, and bring it down the bed of the river to a weir made at the headworks of the canal, which is even through the tract liable to famine.

69. The preparation of programmes on the lines indicated will always be surrounded with difficulty. It is, however, for the Public Works Department, which will be responsible for preparing the programmes, to say whether the difficulty is insuperable. Thus, it will be very difficult to select works of which it should be stated beforehand that their execution ought to be reserved for a year of famine. It will also always be difficult to satisfy condition (c). But while the experience of the last famine showed the value of having ready a large number of irrigation projects, so the experience of the present famine has conclusively demonstrated, as it seems to me, the disadvantage of being without them. I venture to think that the Public Works Department ought to be directed to prepare as large a number of such projects having the faintest chance of paying working expenses as possible, without exacting too rigid compliance with condition (c). The extent to which the condition could not be observed might of course be estimated, and the desirability of entertaining the work would be judged of accordingly *a priori*, but even if the work were *prima facie* condemned, the preparation of the project would not be without utility. The experience of past famines has been that it is impossible to predict the circum-

stances under which a given work may or may not be called for. Thus there can be little doubt that if the Pravara project had been as thoroughly thrashed out as if a famine were really impending, people would have been employed on that project much sooner than they were and in far greater numbers. I write of course under correction. But the facts with regard to that project were, I believe, that schemes had been submitted to the Government of India for sanction and rejected by them, and that efforts were not pursued to obtain any scheme which might have received sanction. Then, too, I believe that the sanction was asked only to the project as a remunerative one, not as a protective or relief work.

70. The rules regarding the preparation of programmes are contained in Articles 12, 101, and Appendix I of the Famine Code. It is not necessary to state them in full. They were, I believe, observed in the letter, that is to say, statements enumerating works were submitted to Government and by them to the Government of India. But the works mentioned had been selected in so provisional a fashion that the District officers, when the famine broke out, scarcely looked to the programmes to guide them at all. It is not possible for me to give the reason why plans and estimates were not ready, if they were not. It is easy to imagine what the reasons may have been. The work of preparing these documents for ordinary works is probably as much as the ordinary establishments can get through, and there is so much uncertainty whether the programme will, when the emergency arises, be adhered to, that the tendency is to regard the preparation of plans and estimates as labour thrown away.

II.—As to large and small works, and the distance test.

71. The distance under (a) may be safely put at from 3 to 5 miles. That under (b) will vary a good deal with the stage of the famine and the people of different tracts. Thus there appears to be no doubt that the people of Bijapur exhibit greater reluctance to travel to a distance than those of the neighbouring district of Sholapur. At the beginning of a scarcity people likely to require relief are largely composed of the purely labouring classes, who are accustomed to associate with persons accustomed to travel long distances in search of work. A long and severe test can, therefore, be imposed at that stage. Twenty or even fifty miles might not be excessive, and double that distance if transport by rail or other similar facility were provided both for the going and return journey.

72. It would not do to have hard-and-fast rules. The District officers might have general directions to refuse applicants from within the distance with power to relax the test in individual cases for reasons given. As the scarcity advances a class is reached which is not accustomed to migrate in search of employment, and the officers would need power to relax the test at that stage. The Collectors might be empowered to decide from time to time the radius within which residents should be prohibited admission to a particular work.

73. I do not see why the experiment should not be attempted. It is impossible to say beforehand how far it would succeed. Perhaps it might be advisable to allow a sort of recruitment of labourers by Sirdars, on the analogy of the practice of tea planters. Men who had resorted to works from a distance might be sent back to their villages with directions to inform the people of the existence and advantageous character of the employment to be had and the facilities for reaching it.

74. I have not accurate information, but I should say the rule, with numerous exceptions at the commencement of the scarcity, becoming fewer and fewer as it proceeded.

75. Towards the end of the famine residence was made a definite condition. At the commencement it resulted only incidentally from the distance of the homes.

76. I am in favour of obligatory residence being made the rule, and of concentrating the works. Evidence has been given in previous answers, to the effect that the difficulty was to prevent works or sections of them being wholly taken up with the residents of adjacent villages, who returned to their homes each day. In addition to the test mentioned, I believe a distance and residential test would be of value. But considerable discretion should be allowed in the enforcement of those tests.

77. The answer to all three questions is in the negative.

78. No.

79 to 83. No information.

III.—Task work and piece-work; IV.—Relations of Civil and Public Works Officers in connection with the management of relief works; V.—Other details of management; VI.—A. Interference with the supply of labour to private employers; VI.—B. Interference with the supply of labour to private employers.

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84 to 147. The subjects of these questions are not within the range of my practical experience. My general views are given in other answers.

As to gratuitous relief.

148. The desired percentages are given in the appended Statement XIII.

149. It is not possible to give a precise answer without caste details. But the persons who received this form of relief chiefly belonged to the agricultural classes including agricultural labourers. But there were members of all classes.

150. It is probable that the great mass of those who received gratuitous relief in villages were without resources of any kind, at any rate in the advanced stages of the scarcity. But it would be more difficult to assert that they were incapable of work or had not relatives able and bound to support them. This perhaps applies with special force to the ghat tracts where large numbers required to be gratuitously relieved, not because they were unable to work, but because it was difficult to find work for them, particularly when the rain came on.

151. By private charity, extended either in the form of gift pure and simple, or of light work often nominal. The support of these persons devolves on the State in time of famine, because of the strain experienced on their own resources by the givers of private charity.

152. I have not the details necessary to give an answer to this question. At the time of my inspections I should say that women and children did predominate. But I took no note of numbers and must speak under correction.

153. I venture to think that the numbers of the present famine and those of 1876-77 supply a very fair basis for an estimate for the whole tract. But in individual districts the variations are rather heavy and not easy to explain. Attention has been drawn to this in the answer to question 21. The numbers most unquestionably vary with the severity and stage of the distress. Thus taking the three plain districts of Bijapur, Sholapur and Ahmednagar, the percentages are 16.6, 12.02 and 17.5 respectively, that is, highest in Ahmednagar, next in Bijapur, and the next in Sholapur. This variation is broadly in accordance with the severity of the distress in each of these districts. But when we come to the ghat districts of Poona and Satara there is a wide divergence. Personally I believe the distress in the two tracts to have been about equal. I did not see enough of Poona, however, to judge. But the conditions of rainfall and crops and the resources of the population were so nearly similar that it may be safely inferred that there was not much difference in the degree of distress.

154. The case of Poona above alluded to seems to prove the reverse. But it is my own belief that the ratio of gratuitously relieved to workers ought to be fairly constant in different districts similarly conditioned.

155. There are many cases, I should conceive, in which this principle could not be applied. The class of persons gratuitously relieved included many who were little capable of moving from the villages.

156. I think I should. The conundrum is hard to answer.

157. I should not say that it was at all inordinately popular. I saw nothing like an organised attempt to impose on the liberality of Government in this respect.

158. This answer must be left to the District officers. Their staff was supplemented whenever they required it. The objection was that the supplementary staff consisted of inexperienced men who had no local knowledge.

159 and 160. No.

161. Difficult to answer, but I should be inclined to say not materially. Charity does not become much less in proportion to the ability of donors in time of famine. Its distribution is often lamentably lacking in discrimination.

162. Some undoubtedly.

163. Probably not in this Presidency, where there are few large land-holders.

Mr. J. W. P. Muir-Mackenzie. 164. Being without administrative experience I can give no useful opinion. But, as pointed out above, it seems to me that there will always remain a residuum of persons requiring gratuitous relief who will be incapable of moving to obtain it. For their sake the village organisation will be required, and this once started, it will be in no way injurious to extend operations as far as they extend at present. For the want of the distress, I should reason that the people require to be at their homes, the season being that of agricultural operations. The numbers of gratuitously relieved are swollen by the accession of dependants who were receiving relief on works with their able-bodied relatives. It would be difficult and productive of confusion to separate the able-bodied from the dependants for this stage of the distress. The organisation of large kitchens for a short time would be scarcely worth the labour and expense involved and the saving would be small.

165. I can offer no opinion. From recollection of the numerous kitchens in the famine of 1876-77, I should say that caste sentiment deterred few from the acceptance of this form of relief.

166. The difficulty would be exceedingly great. It was found very difficult to find the establishments for the kitchens on the works.

167. Grain, which is in my opinion the preferable form.

168. At a central place within the village.

169. No experience.

170. The revenue and police organisation of the villages was employed principally for the purpose of distributing this form of relief. It was assisted by village committees as prescribed by the Code.

171. I do not know.

Relief Kitchens.

193 to 198. Kitchens were established with few exceptions for the benefit of children and dependants only who came on to the works. The last is the only question in this section to which I am in any way qualified to give an answer. The kitchen form of relief is unquestionably a somewhat severer test of necessity, as evidenced by the reduction in numbers, which occurred universally when it was introduced in place of the cash dole. But my view is that dependants should in the majority of cases, be supported by their relatives who should be placed in a position to earn a wage sufficient for this purpose by a reasonable quantity of work.

As to loans to Cultivators and Land-holders.

199. Statements (Nos. X and XI) are given which furnish the desired information. The sums advanced under the two Loan Acts are for the affected districts in round numbers:—

| | | | |
|-----------------------|---|---|-----------|
| Land improvements | . | . | 36 lakhs. |
| Agriculturists, loans | . | . | 8 " |
| Total | . | . | 44 lakhs. |

This exceeds the amounts taken in ordinary years by about six times. This does not include the amount given for subsistence.

The grant of advances on so large a scale is altogether unprecedented in the Bombay system of administration, and it may be hoped that the stimulus which has been given to the takavi system by the occurrence of the present famine will never be allowed to die down. The accompanying statement (No. XI) illustrates the great progress which has been made in the grant of advances in the Presidency. In each of the famine years of 1876 and 1877 the takavi grants exceeded two lakhs, but after 1877 they ran down to less than a lakh, until in 1889 a new departure was taken principally in the Karnatak, owing largely to the personal initiative of one of the Collectors, Mr. J. Fairlie Muir. In that year the advances exceeded 1 lakh and have advanced ever since. In the slight scarcity of 1891-92 they received a great impetus and reached 12 lakhs, in the next three years they exceeded 4, 6 and 9 lakhs, in 1895-96 they exceeded 10 and in this recent famine year over 47 lakhs. This development of the policy of granting State advances is very interesting. The sums advanced amounted in the famine districts to over one-fourth of the total land revenue demand and in the district of Bijapur to no less than 79 per cent. These figures, however, it is submitted, ought not to alarm us. The advances, granted on a similar scale of magnitude, have proved perfectly recoverable in the Madras Presidency, and those given for subsistence in Bengal on a far larger scale during the

famine of 1874 were recovered with great ease. There are very few of the raiyats to whom these advances will have been made who could not in an ordinary year afford to pay Government two or three times the assessment.

I venture respectfully to deprecate the suspension of advances in other districts on the ordinary scale, because it has been found necessary in famine districts to allow advances on an exceptional scale. It was pointed out by the Collector of Ahmedabad that the interruption to the grant of advances in his district was likely to retard the development of the system disastrously and oblige the work of making it widely known to be done over again. To have continued the advances on the usual scale over the rest of the Presidency would not have increased the total allotment, by more than another two or three lakhs at the outside. The grant of advances in famine districts on the exceptional scale should be regarded as part of the special famine expenditure, to which an addition of two or three lakhs would have been a mere bagatelle.

I am a strong advocate of a large development of the system of State advances, and should be glad to see them approach in ordinary years much nearer to the figures of the present year. This, however, will be impossible unless Government are prepared to make special arrangements to provide funds. At present the grant of takavi depends, I believe, on the ways and means of the Government of India. It is difficult to see why money should not even be borrowed by the Imperial Government for the purpose.

To greatly extend the advances would require special establishments. But I do not see why these should not be entertained and paid for in part at least by the interest on the loans, which might, if necessary, be raised for that purpose. It would not retard the development of the system if the interest were made even as high as 7 per cent., allowing a margin of 3 per cent. for the entertainment of special establishment. This might be utilised to strengthen the Circle Inspector's staff, which should be utilised for all inquiries in connection with the applications for advances.

It would perhaps be a help to the judicious outlay of the money if the raiyat could be given expert advice in the selection of a site for his wells. I am unaware how far the selection of sites can be carried to a science. But one would think that the ascertainment of the level of water by a survey would not be difficult, and that the data so obtained, combined with the known facts of the geological formation of the tract, would enable sound advice to be given.

200. Where the money has been taken for wells, I believe it has generally been spent directly or indirectly on the object for which it was borrowed. There is some power of control. The number in which the well is situated and all particulars necessary for identification are ascertainable. A very fair amount of inspection can be made even by the sub-divisional officers, as well as by the Mamlatdars and Circle Inspectors. Moreover, the people in many districts were genuinely alive to the advantage of wells and were likely to spend money upon them. The expenditure was no doubt to a certain extent indirect. Many of the wells were built largely with the aid of the borrower's own labour and that of his family. He considered it fair and was allowed to appropriate part of the money to the maintenance of himself and his unpaid assistants during the construction of the well and the maturing of the crop which he raised by means of it.

I am much more sceptical regarding the employment of the advances upon such works as digging and the eradication of weed grasses. The advances in Bijapur were largely allotted for this purpose, but, I cannot help suspecting, were frequently utilised for mere subsistence. While I was there, notwithstanding the large sums advanced, I did not see the evidences of this kind of work proceeding that I did in Ahmednagar of the construction of wells. The best guarantee, perhaps, for the employment of money granted for purposes of the kind is to see that it is given to men of substance, and that the fact that they have obtained it is a matter of notoriety in their village. It may then be anticipated that village opinion will be brought to bear upon them.

201. The amount advanced for seed and cattle amounted in round numbers to six lakhs, and the registered loss of cattle to nine and a half lakhs.

It may be roughly estimated that the number of useful cattle requiring to be replaced was three lakhs at least, and that the amount taken for seed was one and a half lakhs of rupees. Therefore there were four and a half lakhs of money lent to replace three lakhs of cattle. At such a time plough bullocks would be dear, and I doubt whether the cost

would be less than ten rupees a piece. We may suppose that out of the three lakhs of cattle requiring to be supplied, State loans would have been an appreciable advantage in the case of one lakh. It follows that ten lakhs instead of four and a half were required to make the advances at all sufficient. So long as there is little or no fear of the debt proving irrecoverable, I venture to think these advances might be considerably extended.

203. Such advances have been given under Article 143 of the Famine Code, but under what regulations I have no information. They were given principally in the ghat districts, and at an advanced stage of the scarcity.

204. My information as to the amount of subsistence advances is imperfect. So far as I know they are as below:—

| | R |
|----------------------|----------|
| Ahmednagar | 42,977 |
| Poona | 1,13,932 |
| Satara | 6,205 |

Why they should have been so much larger in Poona than elsewhere can no doubt be explained by the Revenue officers. I think these advances should only be given under very special circumstances and with the special sanction of Government. There are tracts where there may be no alternative but to allow them, on account of the impossibility of providing work, and they are better than purely gratuitous relief, for they carry with them the responsibility of repayment. I greatly prefer, however, the work test whenever it can be applied. In the first place, very few of the persons in the plain districts at any rate who would need the advances for subsistence could give the necessary security for repayment. And if inextricable confusion is not to result, the amount of all advances must be limited by the probability of recovery.

205. I cannot think so. There would be absolutely no check on improvidence. The cultivator would take all that he could get lent him, would spend it without economy, and would after all come on the works.

206. If the ordinary precautions were at all insisted on I do not think that "every cultivator," whether he might want to borrow or not, would at all be able to borrow. No doubt the outlay of the State on loans would be considerably increased, but I do not see why it should not be increased, so far as the State itself is concerned, up to the point of recoverability. But the demoralising effect would be undoubted of making it easier for the cultivator to borrow and do nothing rather than work and not borrow. I should advocate the State coming in only to such an extent as to enable the cultivator to stand against the usurious practices of the sawkars, who would of course take advantage of the distress to exact the severest possible terms.

As to suspensions and remissions of Land Revenue.

207. The information is given in tabular statement appended (No. IX), and is summarised below for the affected area:—

| DISTRICT. | LAND REVENUE, 1896-97. | | | | |
|----------------------|------------------------|--------------------|----------------------------------|-------------|--------------|
| | Total demand. | COLLECTIONS. | | Remissions. | Suspensions. |
| | | Already collected. | Ordered to be collected at once. | | |
| | R | R | R | R | R |
| Khandesh | 40,43,687 | 38,82,457 | 13,200 | 14,632 | 1,33,468 |
| | | 98'01 | 0'33 | 0'36 | 3'30 |
| Nasik | 15,58,708 | 14,84,784 | 67,926 | ... | ... |
| | | 95'64 | 4'36 | ... | ... |
| Poona | 13,29,688 | 12,01,650 | 31,546 | 86 | 96,356 |
| | | 90'37 | 2'38 | ... | 7'25 |
| Satara | 20,11,472 | 19,35,660 | 40,253 | ... | 35,559 |
| | | 96'23 | 2'00 | ... | 1'77 |
| Ahmednagar | 16,39,659 | 15,31,348 | 6,838 | 67 | 1,01,406 |
| | | 93'40 | 0'42 | ... | 6'18 |
| Sholapur | 11,06,915 | 9,11,230 | 69,903 | 519 | 1,24,263 |
| | | 82'39 | 6'32 | 0'05 | 11'24 |
| Bijapur | 14,17,915 | 10,98,813 | 39,080 | 4 | 2,82,018 |
| | | 77'35 | 2'76 | ... | 19'9 |
| Belgaum | 15,66,368 | 16,65,704 | 664 | ... | ... |
| | | 99'96 | 0'04 | ... | ... |
| Dharwar | 25,21,046 | 25,14,388 | *874 | ... | 5,783 |
| | | 99'74 | 0'03 | ... | 0'23 |
| TOTAL | 1,71,92,458 | 1,61,28,034 | 2,70,333 | 15,208 | 7,78,883 |
| | | 93'81 | 1'57 | 0'09 | 4'53 |

* Percentages are shown on total demand.

Bom.

The only districts in which the suspensions amounted to a material percentage of the demand were Bijapur with 20 per cent., Sholapur with 11, Ahmednagar with 7 and Poona with 6.

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208. Suspensions have not had to be granted in tracts in which large areas are held by tenants. Such cases in the affected area are practically limited to inam villages, the owners of which would have to come to Government for assistance in the summary recovery of their revenue or rent. It may be taken for granted that Inamdars will have been rather backward in applying for such assistance, and that it will not have been as readily granted as usual after a season like that of 1896-97. There is no provision in the law of the descriptions indicated and none seems to be required.

209. It is exceedingly difficult to estimate the amount of advantage derived from the grant of suspensions. The attempt was made in the first place to limit the grant of them to the cases in which the person out of whose pocket the assessment would come would have difficulty in paying it so. In particular it was desired to obtain payment from mortgagees with possession and others with similar hold over the land. Persons also who possessed holdings which had yielded fair crops were not exempted in respect of the remainder of their holdings. The facts required to determine what persons were to be granted this form of relief had to be ascertained by special enquiry, regarding the satisfactory character of which it is difficult not to entertain doubts. The officers entrusted with the inquiries had their hands full of all sorts of other work, and reports of village officers and Circle Inspectors may have had to be relied on to an unsafe extent.

It may be suggested that the grant of the suspensions had contributed in a marked degree to the retention of the land in occupation; but the truth of such a statement has still to be proved. For in the famine of 1876-77, when much more land was thrown up, the suspensions granted were not less liberal.

I do not believe that the suspensions have prevented many persons resorting to relief works. The persons who have resorted are, I believe, for the most part either entirely landless or possessed of such inferior or so little land that the suspension of their revenue would make but little difference one way or the other.

I am also much perplexed as to the extent to which suspension would prevent borrowing. On reflection it seems more doubtful than might be expected whether in years of widespread scarcity suspension would have the desired effect. It may be taken that in the affected tract the assessment does not exceed one-sixth of the value of the gross produce on the average. It is probably an even smaller proportion. An acre assessed at one rupee, therefore, on an average yields produce value R6. The loss of such produce in a year of famine would be, say, five-sixths, or R5. This amount would in ordinary times be required partly for necessities, partly for luxuries. We may say that one more rupee would go for things which could be foregone in a year of famine. The owner of the acre still has to provide himself with R4. This he must do either by living on previous accumulations or by borrowing. If the revenue were not suspended he would have to borrow or provide R5 instead of R4; that is, suspension would diminish his difficulties for the time by one-fifth. I doubt whether this amount of relief to his necessities is sufficient to save him much from borrowing. He will in the majority of cases have to borrow so much that the little extra needed for the assessment will not make much difference.

I should regard this line of argument with more confidence if it were not for the extreme popularity of suspensions with the people themselves, who, I cannot believe, would value them so highly if they did not constitute some real relief from borrowing.

Another doubt which has occurred to me is whether if the suspensions are denied to mortgagees and other creditors who have control over the land, they will in any degree obviate borrowing. For it is certain that the money-lender who has to pay in respect of the land of his mortgagor will be certain to chalk the payment up against him, in other words increase his debt.

The ultimate relief by means of suspensions is after all not very great. For all that the raiyat will have to pay next season to the money-lender more than to the Government will be the interest on the money borrowed, which will not exceed probably one-third to one-half the assessment.

In any case, I think that for relief by suspension to be of such value it must be largely extended. If one-half or

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one-third of the revenue over the intensely affected tracts had been suspended it might have been worth something.

210. Yes. The assessment is so moderate, especially on the better soils, that it would be easy to pay its double in any good year.

211. It would depend on the report of the Collectors, who would suspend afresh if the season were bad enough to justify the measure.

212. It does not carry interest, and in my opinion when granted in famine years ought not to do so. If it does, the Government only approximates its own position to that of the money-lender.

213. I remember no legal direction, but sufficient power exists in the hands of Government, I believe, to make any special direction unnecessary.

214. Everything depends on the mode in which the revenue of the tract has been settled. If it has been pitched high with the express object of allowing such remissions, then they would be advisable. But in a country like Bombay where the revenue has been expressly settled to represent an average with full allowance for bad seasons, such a thing as a remission ought to be of extreme rarity.

215. I have not as yet had access to any materials for the formation of such an estimate.

As to the use made of Forests.

216 and 217. The general measures are described in the Government Resolution No. 8739, dated 11th November 1896, Revenue Department, and its accompaniments. In the way of throwing open forests to access for the purposes mentioned, I doubt whether more could have been done.

218. The departmental arrangements of the kind were made on a considerable scale. The results so far as shown in *Government Gazettes* appear to have been as follows:—

Nearly 11½ million lbs. were pressed, the great bulk of it in the Satpura Forests of Khandesh, but a considerable amount in the ghats of Dharwar and Kanara. This was despatched by rail to the most severely affected districts Ahmednagar, Sholapur and Bijapur, and less than five million lbs. were sold for between 12 and 13 rupees per thousand lbs. Regarding the disposal of the balance I have no information. A considerable amount was, I believe, sold in Poona.

To judge of the efficiency of the operations it may be pointed out that the registered mortality among cattle exceeded three lakhs, and that, as estimated in answer 201 above, the number of useful cattle requiring preservation by fodder specially imported by the State may be put at one lakh. These beasts would require support on an average for six months, and the lowest ration on which they could be put, making allowance for young, would be 400 lbs. per month. Each animal would require therefore 2,400 lbs. The amount exported would have supported about 4,700 cattle, say at the outside 5,000, or 5 per cent. of the number for which support was required. The amount actually sold up to the end of June sufficed for less than half the above number. That the operations were not without value seems to be shown by the large amount that was purchased at the price charged, which was very heavy although below what fodder privately imported fetched, in the worst tracts.

The following reflections suggest themselves:—

It ought scarcely to be possible to get all the grass sold. Among the reasons why it was not was that cultivators found their cattle did not like it. There can be little doubt, however, that if the grass could have been obtained on easier terms many a starving beast would have been gladly given it. There are two ways open of easing the terms—

1st, by lowering the price.

2nd, by not exacting cash.

The second method ought, it is submitted, to be largely employed from the first. As to the price which should be asked, this can be calculated by comparing the cost of the fodder with the sum required to replace the cattle if allowed to die. Now I have assumed cattle to be available at R10 per head. The 2,400 lbs. of grass required for maintenance would, at R12 to R13 per thousand, cost about R30. If, therefore the price could be lowered by two-thirds an extensive demand for the grass would arise. A price of R10 per thousand would pay for five times the cost of collection of the grass. The cost to the

state of effective relief of cattle may be estimated as follows:—

It appears that it requires about a ton of grass to maintain each head of useful cattle during the period of scarcity, and that the grass can be sold without loss at about R20 per ton. To relieve 100,000 cattle will require 100,000 tons or an expenditure of 28 lakhs of rupees. The area of land required would amount to 100,000 acres at 1 ton of grass per acre. The forest area in the Deccan is about 3,900,000 acres. It ought not to be impossible to find the grass out of the proportion of the area available for grass cutting.

The following suggestions are offered for the future:—

Measures ought to be concerted during the 20 years that are likely to elapse before the next famine to obtain a complete working plan of the areas from which grass might be obtained for famine purposes, and of the organisation necessary for the prompt collection of the grass and its distribution to the famine-stricken areas in time of need. The grass should be made saleable to cultivators either for cash or as an advance repayable by easy instalments, at a considerable abatement from the price required to pay all charges at the place of sale, say at one-half or two-thirds that price; that the remaining should be regarded an expenditure for the relief of cattle. The expenditure would amount to about 9 lakhs of rupees, as against about 51½ lakhs, which may be taken as an estimate of the expenditure on relief, making every allowance for the value of work done.* The expenditure on cattle is only about 17 per cent. of the expenditure on human beings, and, it is submitted, is far from excessive in relation to the value of the cattle for agricultural purposes.

* The estimate is framed as follows:—
Daily average number of persons relieved during 12 months . . . 321,833

Cost for 12 months at R2 per unit per month . . . 24
Total cost of relief = 321,833 x 24 = 7,723,992
Deduct one-third as showing value of work done . . . 25,74,664

Net cost of relief . . . 51,49,328

As a safeguard to prevent abuse of the liberality of Government by the sale of dear fodder given cheap it would be necessary that the cattle should receive it as a daily ration, and that purchasers should not be allowed to take it to their homes. Central stations might be established at which cattle might be brought and fed with the ration at the price fixed. If these stations were located at the relief works, cultivators who owned the cattle might be employed on the work and in some instances their cattle as well, for instance in carting metal to convenient localities for spreading along the different lengths of road for rolling when water was available, or taking advantage of any rain that fell. By means of cattle water might be brought from rivers or wells from considerable distances. The cattle could be paid for by an allowance of fodder.

In some cases it might be desirable to supplement or replace part of the grass ration with oilcake or other concentrated food in moderate quantities which can be obtained from Bombay, where large machine presses exist. It is a fact that the price of this machine-pressed oilcake rises but little above ordinary rates during the famine, and its cost in many instances did not exceed the cost of *kurbi*, although its feeding value is ten times as great.

The Military at Poona and Ahmednagar were a serious drain on the forage resources of these districts during the famine. It would be advisable to compel these institutions to keep always a full year's stock in hand.

In framing the above suggestions I have had the advantage of the advice of Mr. Wilson, Deputy Director of Agriculture.

As to Orphans.

220 and 221. The provisions for the maintenance of orphans are contained in Article 201 of the Bombay Famine Code. Probably they have not had to be put into extensive operation. They seem to carry out the recommendation of the Famine Commission and to stand little, if at all, in need of amendment.

Unless in future famines in this Presidency the mortality greatly exceeds that which has occurred on the present occasion, cases requiring to be dealt with under the Code will probably be rare.

As to Private Charitable Relief as auxiliary to State Relief.

222 to 226. No remarks.

227. The opening of grain shops if undertaken by private persons can hardly be objected to, whatever be the object. The opening of them by Government would, in my opinion, be open to the objections which exist against any interference by Government with private trade.

228. No shops of the kind were started in any of the districts visited by me with the special object above mentioned. Several were started with the object of keeping down the price of grain. The assumption, however, was that the traders were keeping up the prices for speculative purposes, and an attempt was made to work the shops at least without loss, attempts which failed, because the prices were but little heightened artificially, at any rate for any lengthened period of time. To interfere appreciably with private trade these shops would have to be started on an exceedingly large scale, much larger than any that was attempted during the famine.

229. I am aware that the promoters of the shops claimed to have succeeded in doing this, but I am most sceptical as to the validity of the claim. The only severe jump in prices was at the opening of the distress, in October and November. A similar jump took place in 1876. It was no doubt partly caused by speculation. It was ended not by the grain shops, but by the pouring in of grain from the other parts of India, principally on this side from Madras, Mysore and the Dharwar district, at lower prices. The price of grain was ruled simply and solely by the cost of carriage from the areas where the stocks were abundant and there was no apprehension of famine.

230. I could not advocate the measure suggested in this question. To buy grain for this purpose at the preliminary stage of famine would simply be to encourage the speculative rise by creating an additional and artificial demand.

231 to 241. Regarding the other questions in this section I have no first-hand information and I cannot give a profitable opinion. My *a priori* views are substantially those of the Famine Commission as stated in paragraph 187 of the report, first part.

As to Emigrants and Wanderers.

242 to 249. During my tour I saw absolutely no aimless wandering. There was much less emigration than during the last famine either to or from neighbouring Native States. The works situated near the Nizam's territory were towards the end of the famine invaded by considerable numbers said to be in bad condition. At the earlier stage when I visited Ahmednagar District the works were said to contain a large percentage of the Nizam's subjects. I entirely agree with the view of the Famine Commission that people from Native States should be received without discrimination.

As to mortality during the Famine period.

250. There can be no manner of doubt that in the intensely affected areas of the eastern zone, particularly the districts of Sholapur and Bijapur, the mortality was far lower than in the similar famine of 1876-77. The reason is partly, no doubt, the greater efficiency of the relief measures, but it is also in part the fact that people were in a better condition to meet the visitation. In my answer to question No. 15 I have shown reason to fear that the mortality in the ghat districts may have been excessive. Unluckily it is impossible to institute a satisfactory comparison with the mortality of 1876-77 in those districts. But it has been admitted that there are difficulties in providing work and getting at the destitute in these districts. The exact facts can be got at only through the district officers; but if they are at all like what I have indicated, then precautions ought to be taken to devise a thoroughly efficient scheme of relief for those tracts, in case the exceedingly unlikely contingency occurs of their being affected with severity again.

251. I am surprised at the premise that mortality will be abnormally low in an abnormally dry year. The monsoon mortality and that of the early open season may be low. But I should expect the mortality to rise in the hot weather owing to scarcity of water and the drinking of polluted supplies, even if there were no general weakening of the system due to insufficiency of food or alteration of the habitual diet. The famine of 1896-97 perhaps hardly gives, except in the eastern tracts, good material for comparison. The year near the ghats was not dry. On the contrary the rainfall was excessive up to August, and many stations had more than the normal total fall. I suppose if the premise stated in the question be true, the conclusion drawn from it

would follow. The above view, I perceive, is anticipated in question 252.

257. The only experience I can give in answer to this question is with reference to the disinfection of wells by permanganate of potash. This measure was considered, I believe, efficacious, and was widely adopted, and every legitimate pressure was placed on the relief workers to take water only from those sources which had been disinfected. On one work which I visited a formidable outbreak of cholera, which had caused the greater number of the workers to desert, was attributed mainly, if not entirely, to the desertion of the wells for the sacred river Krishna which adjoined the camp, and the polluting of its waters with the drainage of the neighbouring village in consequence of a severe thunderstorm.

As to the pressure of Population.

259. The figures in the accompanying statement (No. XIV) give the required information so far as it is in my possession. The annual censuses have now been discontinued. The population for 1896 is therefore estimated at the same rate of increase as was found to have occurred in 1891 as compared with 1881.

264. This is not an easy question to answer. The statistics of cropping are of comparatively little value prior to 1885-86 owing to changes in registration and imperfections of method prior to that date. Since then there has been no material increase either in the cropped area or in the proportion of it devoted to food-crops (*vide* Statement No. XV). But the proportion varies little from that existing at the time of the last famine when the Commission put it at 19½ million acres of food-crops to 5½ million under non-food-crops. Perhaps a more correct proportion would be 20 to 5.

Some increase in the area under irrigation from canals, tanks and streams has occurred, *viz.*, from 300,000 in 1876 to 344,000 acres in 1895-96. The area under wells was not known at the time when the Famine Commission wrote its report, but there can be no doubt that it has been steadily increasing. The figures since 1866-87 are given in the accompanying statement (No. XVI). The extraordinary increase of the area during the present year is worthy of special notice. That under wells is probably under-estimated. But the proportion of irrigated to total cropped area is still only 5·4 per cent.

The two great lines in which irrigation is capable of extension in the affected area are near the hills by the construction of ghat catchment projects and in the plains by the encouragement of well-building by liberal grants of tagai and perhaps assistance with professional advice in the choice of sites. But it has to be remembered that there exists a considerable area under rice which, though only part of it irrigated in the ordinary sense of the term, is practically secure, and a considerable area also under dry-crops in districts of certain rainfall. A blow to the theory of the immunity from famine of the ghat tracts, which have an abundant rainfall, has been received. But taking everything together the area of precarious production in the Bombay Presidency is not really excessive. The statement of the Famine Commission that the whole of the unirrigated area is liable to the danger of a precarious rainfall must not be taken too literally. I doubt whether Gujarat and the Konkan as a whole suffer greater vicissitudes than European countries in the matter of crops.

It is clear, however, that the area of cultivation has not in the Presidency as a whole expanded with the increase of population during the last ten years. But when a twenty-years' period is taken, the rise in population is in many districts, and those the most precarious, not heavy. Thus in Ahmednagar, Poona, Satara, Sholapur, Bijapur, Dharwar and Belgaum the rise in these years varies from only 4·3 to 5·8 per cent., and its average comes to only 4·5 per annum. There will no doubt be a similar check to the rise as a consequence of the present famine. Over the twenty years, certainly over thirty or forty years, the rise in cultivation would be found proportional to an annual increase larger than this. The early years of the survey settlements brought a rapid expansion of cultivation due to a lenient assessment and security. It is only now that we are at an end of that expansion and, as shown below, the reserve of waste is changed into a reserve of non-food and exportable food-crops. Accordingly I do not believe that there is any serious pressure upon production for the means of subsistence in ordinary years. In the note, dated the 23rd March 1897, published by the Agricultural Department, it was shown that the Presidency Proper, not including Sind,

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produced a surplus in excess of requirements for consumption and export. This estimate is under revision, and the amount of surplus will no doubt be reduced, but it will still be considerable. The trade statistics as shown below undoubtedly indicate that even in July to September 1897, when prospects of a second famine season were not improbable, the famine districts were not importing very excessive quantities (*vide* Statement No. XIX):—

| | March. | April. | May. | June. | July. | August. | September. | October. |
|---|---------|---------|---------|---------|-----------|-----------|------------|----------|
| Imports in affected districts in Indian Maunds. | 608,622 | 592,941 | 673,897 | 615,776 | 1,188,342 | 1,011,275 | 807,395 | 151,082 |

As a whole they must still have been in possession of at least six months' surplus. My own belief is that they had to start with something like eighteen months' supplies in hand, a large part of it in the hands of cultivators, who will not part with their grain for fear of two bad seasons running. While such considerable stocks exist, there remains a fair margin still for expansion of population. The area under non-food crops, and exported food-crops such as wheat, also provides a valuable reserve to fall back on. Its maintenance at about the same percentage clearly indicates that the pressure of population cannot be extreme.

266. In the neighbourhood of towns and in the mills the cash wages of labourers are a good deal higher than in the country, and it seems probable that the dearness of food combined with the increased demand for labour in the towns and factories is slowly driving population in that direction. The official wage statistics do not help one to any definite conclusion on the question of wage earning. The officers of the Public Works Department and big Municipalities, however, would probably state that they have to pay higher wages for the 'naovie' work that they require. These labourers, I am inclined to think, have had an increase not out of proportion to the rise in price of food stuffs. The rural population, on the other hand, still receives wages largely in kind, and is therefore protected from the results of price fluctuations.

There is also one class of agricultural labourer which certainly earns higher wages, and that is the labourer who comes from a distance to harvest some of the valuable crops, such as ground-nut and sugarcane.

267. The above considerations indicate a negative answer to this question. The stock of food cannot be materially decreased or the reserve of area under non-food-crops would diminish, and, though the cash wage may be low, the bulk of people who require famine relief in ordinary times depend less on cash than on grain.

268. The phenomenal multiplication between 1881 and 1891 seems to indicate that in a period of unbroken prosperity the population of India will multiply up to the limit of fecundity. The occurrence of pestilence and famine, together with the ample margin of food stocks in ordinary years, will, however, for very long prevent in this Presidency any serious pressure upon the means of subsistence. The liability to destitution is the result of utter improvidence as much as of any other cause. "Let us eat and drink, for to-morrow we die," is the view of the masses in India.

269 and 270. The tendency, as I venture to think, is not yet very formidable. But whether formidable or not, little can be done to obviate it. Emigration up to the present has not occurred, and I doubt whether it can ever occur on a scale sufficient to make an appreciable difference. Nothing short of an empty continent would suffice to receive the requisite numbers. It seems to me a hardy assumption that the problem has been solved in England by emigration. Although the English race has peopled the colonies and much of America, yet the gap has been filled by immigration to England, and every census exhibits a material increase to the population. If the British-born population had not emigrated, then the foreigners would not have come in such large numbers and the rise of population would have been checked. The solution of the problem in India lies rather in the development of manufacturing industry and the concentration of the labouring population in the great towns.

271. This question, in my opinion, is based on an assumption of doubtful correctness. But admitting it true, the facts of England show that the operation of educational influences must be exceedingly slow. In India, therefore, which in education is so far behind England, the progress will for a long period be almost imperceptible.

272. There are no irrigated tracts in this Presidency of sufficient extent to enable me to answer this question. Whether the equilibrium supposed is being brought about or not, it appears somewhat cynical to accept the generation of malaria as one of the advantages to be derived from the spread of irrigation. It then becomes a matter of argument, which is the better instrument for the restraint of fecundity, fever or famine.

As to the ordinary food of the people.

273. In the Deccan and the Karnatak rice and ragi form the staple food in the western tracts bordering on the Sahyadri range, while jowari and bajri are universally used in the east or Desh, where rice is cultivated to a small extent. It may be remarked, however, that in the Desh of the Karnatak districts, where bajri is little grown, jowari alone forms the staple food, while in the east of Nasik jowari is little grown and bajri very largely used. In the eastern tracts of most other districts bajri and jowari are equally used. Bajri is here cultivated as a kharif and jowari as a rabi crop; it is natural that the use of the former is more extensive during the year in which the favourable early rain encourages its larger sowing, whereas in years with deficient early but favourable late rains jowari is more largely used by the people. Wheat is said to be commonly used in Ahmednagar. Elsewhere in these tracts the richer classes only eat wheat and rice. Among labourers and artisans their use is confined to holidays and special occasions. In the hills the early tribes, in the North Deccan and probably not a few of the more civilized Kunbis in the southern hills, besides living on the coarser grains, had to supplement their food with wild vegetables, roots and mowra flowers (confined to the north). Everything with a fitness at being edible is brought into requisition. In the ghats the people largely ate the pith of the sago palm, which, however, can be of the very smallest nutritive value, little better than wood-fibre. I myself tasted the cakes made of it, and could scarcely conceive anything less satisfying.

274. The meals are two or three in number, of grain cakes, pulse seasoned with salt and condiments, and vegetables when procurable; if procurable, milk is also used; in Satara goat's milk is said to be used by the poorer classes. In the Karnatak butter milk is frequently used; and the use of pickled or dried leaves of ambadi (hemp) or kardai (safflower) supplies the place of fresh vegetables.

There is not much variation in the different meals, bajri and jowari cakes being the principal dish; the accompanying relish of split pulse, vegetables and of dry fish in the western hilly parts is changed often. In these latter tracts where rice and nagli are the staples, with nagli rice is eaten in the morning. Similarly in the eastern parts of the Karnatak jowari ground into rough meal is boiled and eaten with whey in the morning. In the Western hills of the Karnatak ragi and other coarse grains are cooked solid in cakes or into water porridge (ambil). Meat is with most classes, to whom the eating of it is lawful, a rare luxury. But the Mhars and other depressed classes not infrequently get a good bellyful from the carcasses of cattle that have died in ordinary course. They are said to have sustained themselves to a considerable extent in this manner during the earlier stages of the scarcity. Water is the usual drink. Sometimes butter milk and milk are also drunk. Liquor consumption is reported to be small, except in Khandesh where the Bhils are inveterate drinkers, and in Poona where toddy drinking is getting more frequent near the city. In sacred groves of the Satara ghats there are frequently found palms, the toddy of which is much valued by the people. Artizans, especially those living in towns, drink more frequently than labourers. In the Karnatak liquor is never drunk by Jains or Lingayats, who form a large proportion of the population. The Musalmans and Marathas are said to drink generally, but apparently liquor is not a necessary article of diet.

275. When ordinary food-grains happen to be unprocurable people have resort to wild grains. In the last famine the following wild grains—Boehka, Barbade, Pandharphate, and Vichka—were largely used in the Sholapur District. They were sold in the bazar at the rate of 8 to 9 measure seers or 24 to 27 lbs. per rupee.

Mr. Young, the Superintendent of Land Records and Agriculture in the Deccan, collected specimens of these grains, about which he writes as follows:—

"2. *Vichka*.—To be ground and cooked with a large quantity of water. This fluid when sufficiently cooked to be allowed to become cold and a little salt and jagri to be mixed to make it tasty. This satisfies hunger, but is not nourishing.

"*Pandharphale*.—The flour of the grain with the husk removed by pounding is made into bread. This bread has somewhat a bitter taste and is therefore eaten with vegetable or hot condiments. To make this bread palatable bajri or jowari is mixed with this grain in the proportion of 1 to 3 before grinding. If bread of this grain is prepared without first pounding it and is eaten continually for some days it produces swelling of mouth or body.

"*Barbade*.—First to be pounded and then ground like bajri and made into bread. This bread has a somewhat bitter taste and the same process is followed as in the case of *Pandharphale*, to give it a little taste. Like *Vichka* it is not nourishing.

"*Bochka*.—Process same as *Barbade*."

Maize also was resorted to to a considerable extent in the northern districts of Nasik and Khandesh, also in Satara and Ahmednagar. The crop was taken on irrigated lands and produced a tolerable abundance both of grain for human consumption and fodder for cattle.

276. This question is partly answered.

277. In ordinary years the people would undoubtedly change their ordinary food with great reluctance. Thus a hill man dislikes eating *jowari* or *bajri* even of the best quality; a *bajri*-eating man will generally declare wheat in any quantity to be rich for him; he would regard the eating of it as a European would regard the eating of cake. A man of the plains on the other hand would be completely upset if suddenly put on a diet of *nagli* (*ragi*). In famine years, however, every one is easily induced to try any substitutes. Maize they liked. The other grains which are little better than grass seeds would not be taken if anything better could be found. The hill people fed a good deal on *jowari* when the stock of *ragi* became exhausted.

278. The meals which I saw in the poor-houses consisted of cakes of the staple grains with a mess of pulse and condiments. It was not my duty to examine into the detail of feeding. I heard no complaints as to the quality of the food. Many people ask for more, but there was no sort of evidence that the amount given was really insufficient. The regular moderate meal was, in the end at any rate, far better for digestion than the gorge which the people might have preferred, even if they had had to wait long for the repetition of it.

As to food stocks and prices.

282. My belief is that the high level of prices in this Presidency was perfectly reasonable and due to the causes named. That there was no speculation or holding up of course I would not suggest. But I find it impossible to believe it had any permanent effect. Nothing was more striking than the response of the market to the demand for grain. The grain merchants had correspondents in remote districts of Madras, such as Salem and Coimbatore, and accurate information of the condition of the crops there. Ralli's agents in Bagalkot (Bijapur) and Barsi (Sholapur) were on the lookout for any opportunity of importing grain in large quantities from beyond sea; they awaited the necessary rise of price, which however, they anticipated, would never occur. The price of grain in the different districts varied remarkably closely with the cost of carriage from the nearest sources of supply. The accompanying Statement IV shows the prices in the affected districts in the years 1876-77 and 1896-97 side by side. It will be seen that the course of prices was exactly the same in the two famines. There was a bound upwards in October and November, then a fall and then a steady rise until the apprehension of scarcity was removed by the assurance of the kharif harvest or rabi sowings, as the case might be. The first bound in November was probably heightened by speculation, but speculators were badly hit when a little rain fell in parts of the affected tracts. Stocks were then so plentiful that the smallest favourable turn was enough to bring the prices down. The stocks in the hands of the traders were then kept with a small margin at a quantity sufficient for the supply of those persons who had to rely for their supplies upon the bazars. The margin was probably narrowed down towards the monsoon, as the traders knew that a good fall of rain in June or July would bring prices down to an appreciable extent. The narrowness of this margin accounts for the high level of prices throughout the monsoon until the good September rain relieved

anxiety as to the season. Had there been a satisfactory fall earlier they would have dropped earlier as soon as it was seen that the rainfall was not favourable; large imports took place which dropped sharply when the September rain came.

In another interesting point, however, there was a remarkable contrast between the prices of the two great famine periods. In the earlier famine the prices were far higher in the south than in the north, and in the recent famine the reverse was the case. The reason simply was that the sources of the import to the affected tract were nearer to the northern districts in the first famine and to the southern in the second.

Lastly, the prices in the southern tract were lower this famine than last, because grain was available in the neighbouring tracts, Mysore and Madras, and higher than last famine in the north, because there was scarcity in the adjoining tracts of the Central Provinces and of the Nizam's territories and the Berars.

It should not be overlooked that in British territory prices were at times, and locally, heightened by restrictions placed in the Nizam's territory on exportation. Whether and to what extent these tactics were avowed by the Nizam's, and tolerated by our Government, I do not know. But I venture to think that before any other widespread famine occurs it ought to be, if it is not already, distinctly enforced on Native States that no restrictions upon export to British territory are to be imposed in any form whatsoever, either by the imposition or increase of duties or otherwise. It is obvious that if the Native State were famine-stricken, and the adjoining British territory were enjoying comparative plenty, our Government would not impose any such restrictions, and in such a matter there ought to exist complete reciprocity between all component parts of the Indian Empire. The contingency in which the Native State will require our help is perfectly certain to arise, and no such State ought to have the opportunity of playing dog in the manger.

Perhaps the familiar fact should be recalled that at no time or place did prices rise to the tremendous height attained in August 1877, of 9 lbs. the rupee at the head-quarter station, a price exceeded also in the interior of the districts. On the Mhaswad Tank in the remote corner of the Satara District I remember distinctly in 1877 grain rising for a short time to 4 lbs. I believe similar rises took place in parts of Sholapur and Bijapur. They were due entirely to the absence of communication by rail or road. It was impossible to get the necessary cart carriage and the tracks were often impassable in the rains. All that is remedied. The railway brings grain right through the heart of Bijapur District and a network of feeder roads fairly passable at all seasons of the year is fairly complete in all the affected districts.

283. I have endeavoured to illustrate the course of prices as compared with that of exchange by means of a tabular statement (No. XVII) showing side by side the retail prices of the three chief staples, and the average exchange of the year, as well as the wholesale price of wheat. The prices are for the port of Bombay. It is not very safe to draw inferences from these tables. It is doubtful whether the price at Bombay bears a very constant relation to the price up-country of *jowari* and *bajri*. The export, however, of these grains by sea is of somewhat recent development. Their prices ought therefore to represent pretty closely the relation of supply and demand between the city and the interior. Taking the figures for what they are worth the following facts appear. Excluding the years 1876 to 1879 as years of abnormal price we find that between 1880 and 1885 exchange varied from 20½d. to 18½d. and *jowari* from 22'38 to 16'67 seers, and that between one year and another when exchange fell *jowari* rose and *vice versa*. The variation in the price of *jowari*, however, was seldom proportional to that of the exchange. From 1886 to 1891 exchange varied from 16½d. to 18½d. and *jowari* 16'07 to 17'94. Again when exchange fell *jowari* rose. Finally in the period 1892 to 1896 exchange varied from 13½ to 15½ and *jowari* from 13'41 to 14'91. The year of lowest exchange was also that of the highest price of *jowari*, and the variations from year to year were in the same direction. But the price of *jowari* in 1891-92 was probably complicated by the scarcity of that year. Taking the three periods as a whole and separately it must be concluded that as exchange fell the price of *jowari* rose. Whether it would be correct to infer that exchange was the dominating factor in the rise of price I can hardly venture an opinion. The point is one for a financial and commercial expert.

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The rise of price between the first and second periods chosen is not remarkable, still on the average there is a rise. The rise in the third is decided. But it must in part at least be due to the export of jowari and bajri beyond sea.

The statistics of wheat do not seem to point to any very remarkable correspondence with exchange, or at any rate they show that the wheat trade is liable to influences far more potent. These influences are the amount of crop available for export in India and the demand in England and Europe, which in its turn depends entirely on the harvest in America, Argentina and Russia. Thus from 1892 to 1894 the price of wheat fell although exchange fell also to its nadir. In 1895 exchange rose and the price of wheat with it, the next year the exchange and price fell together. In 1897 a slight fall of exchange occurred, but the price of wheat doubled as compared with the previous year.

There can, I believe, be little doubt that there has on the whole been a rise in the price of food-grains in recent years, but I believe greater in the price of wheat than in that of the other two cereals. I should be sorry to pledge myself to that statement, however, without a more exhaustive examination of the figures.

283A. The difference is shown in the accompanying statement (No. XVII). The prices are given for British districts and the neighbouring provinces or districts. They seem to confirm the observation made above, that in the monsoon months the traders decrease their margin and raise their prices accordingly. Thus, comparing Bijapur with Dharwar the percentage of difference was 8 in April, 13.5 in May, and 23 in June. The difference varied with the distance of the source of supply. The bajri statistics point to exactly the same phenomena.

284 and 285. As above indicated I believe that there was no difficulty at any time in procuring grain in the bazars and grain marts, and the price no higher than was necessitated by the cost of carriage. I believe the grain pits of traders were a good deal depleted. The best information I could get was that there was but little remaining in the great centres of Vambori and Rahate in Ahmednagar. They exhausted their stocks fearlessly, all but a small margin, say, one month's anticipated supply, which they replenished from the tracts of export.

I believe that the supplies of grain with cultivators must have been considerable, but that they usually kept all they had for their own consumption. This conclusion is drawn by me from the statistics of rail-borne trade which confirm the oral information which I was able to obtain.

The appended statement (No. XIX) gives the imports and exports of food-grains by rail into all the districts of the Presidency as furnished for the returns published in the *Gazette of India*. It will be seen that the total amount of the net imports of these food-grains into affected districts amounted to over 45 lakhs of maunds, and the total population of the same districts to 91 lakhs. The amount of grain required per month is half a maund per head and the total amount of grain required for the consumption of the affected districts (without any calculation for seed, wastage and the like) is $45\frac{1}{2}$ lakhs of maunds. The total imports therefore amounted to the supply required for 30 days only. Taking now the districts which imported most, Khandesh, with a population of a million and a half, imported 970,000 maunds or a little over one month's supply. In August, the month of heaviest import, it imported less than 200,000 maunds or one quarter of a month's supply. There must have always been stocks in the districts sufficient to feed at least three-fourths of its population.

Similarly in Bijapur the total import was a little over 7 lakhs of maunds and the population at least 850,000. The total import was less than two months' supply. The greatest import was in August and amounted to 172,000 maunds or sufficient for the month's supply of between one-half and one-third of the population. There must even at that time, therefore, have been in the district which suffered most severely stocks sufficient for the support of from one-half to two-thirds of the population. I have not given separately the statistics for Poona which imported more than any other district, both because it is a great centre of storage and distribution and because the imports for the consumption of the city, the bulk of the population of which is of course non-agricultural, are very large. The imports of this district are discussed at length in some of my published notes.

288. I should doubt whether many cultivators got much benefit from the high prices. There were some members of the class who were considerable landholders and storers of grain and who probably made profits, like the grain traders

who had large stocks at the commencement of the scarcity. But the bulk of the cultivators, although possessing, as I believe, quite sufficient to have tided them over several months longer, very possibly a whole year more of famine, did not dare to sell. In the first place they were reluctant to open their pits for fear of their being robbed, in the next they had great pressure placed upon them by the opinion of their villages not to send the grain away, and in the last and most important place they feared to leave themselves without sufficient to tide over another bad season if it was to come. But I see no reason to suppose that in respect of any grain which they did sell the cultivators got any lower prices than the traders.

293. It is not very easy to say whether storage has diminished or not. There is no doubt that exports have increased, notably in the Karnatak. The area under food-crops grown for consumption has also probably diminished, though to what extent cannot be stated until the statistics have been more fully examined. The changes which have occurred in the registration of crop statistics make comparisons with the areas of many years ago a somewhat hazardous basis for inference. Such as they are, they show but little change in the area under food-crops grown for consumption.

294. There can be no doubt that railways have stimulated exports to the seaports. Khandesh and Nasik, which grow large areas of wheat and cotton and oilseeds, import a considerable quantity of food-grains every year. Satara and Belgaum show something like equilibrium; Dharwar, Bijapur, Sholapur, Nagar and Poona considerable exports. The export and import of food-grains have been fully com-

| Note No. | G. R. No. | 403-Fam., | dated | 5th Feb., | 1897, | R. D. | in my |
|----------|-----------|-----------|-------|-----------|-------|-------|-----------|
| " 2 | " | 440 | " | 5th | " | " | published |
| " 3 | " | 539 | " | 16th | " | " | notes |
| " 4 | " | 593 | " | 22nd | " | " | specified |
| " 5 | " | 886 | " | 18th | March | " | in the |
| " 6 | " | 993 | " | 23rd | " | " | margin. |
| " 7 | " | 1396 | " | 2nd | July | " | |
| " 8 | " | 1755 | " | 29th | Sept. | " | |
| " 9 | " | | " | | | " | |

295. I believe the smaller land-holders are to some extent affected in Sholapur-Bijapur and the ghat tracts, but not elsewhere.

296. The appended statement of the results of caste censuses taken in May show the class to which the mass of the people belonged. The great mass were labourers and agricultural labourers. The figures are as follows:—

| | Total number of persons on works on date of census. | Percentage of column 2 on total number of workers. | Percentage of column 2 on population of castes. |
|---|---|--|---|
| Persons belonging to labouring castes . | 112,899 | 46.7 | 10.2 |
| Persons belonging to cultivating castes . | 94,487 | 39.1 | 2.3 |
| Persons belonging to others . | 34,431 | 14.2 | 1.6 |
| TOTAL . | 241,817 | 100 | 14.6 |

The labouring castes sent from the very first a large proportion of their people, the agricultural castes not more than three per cent. of theirs.

297. Exhaustion of their stocks and want of employment; all classes of employment fell off.

298. All domestic servants, and no doubt any other servants who could, demanded some increase of wages in the shape of compensation for dearthness of grain. Many labourers and even artisans get in ordinary times the whole or part of their wages in grain. The servants of trading and wealthier classes probably continued during the famine to receive grain wages, but without any increase in their cash wages.

300. There can be no doubt that the power of resisting destitution is increased. The class of people who come on to the works, their condition, the power of paying the revenue and the holding on to land all go to prove this.

301. There is also very little reluctance to resort to works on the part of the classes most affected. Cattle were sold as much as formerly. Indeed they were parted with wholesale to the butchers and dealers in hides.

303. No.

305. I know of no countries outside India, except those specified in the memorandum of the Director General of Statistics, published in the *Gazette of India*, dated 9th January 1897, which could be relied on to supply considerable stocks of food-grains.

I should not favour import by Government of grain from such countries, because I believe that as soon as prices approach the height at which it would pay to import, the grain would be brought in by private trade. As stated above, Ralli Brothers were on the alert to undertake operations of the kind; but I believe the two famines of 1876-77 and 1896-97 have demonstrated that the contingency of grain becoming scarce enough to render the import of grain from beyond sea necessary is scarcely within the bounds of probability. The contingency would only arise when it was certain that there was to be a second year of total failure. The probability would be gauged in September of the second year. In November the probability would become a certainty. The stocks in the country, however, would last till the end of December at the shortest computation. The merchants would begin their arrangements in September and would have grain in abundance in the country before two months had elapsed.

Statistical Tables.

I.—Area and population of the affected tracts during the famine of 1896-97 and 1876-77.

II.—Monthly rainfall at the head-quarter stations of affected districts during 1896-97 and 1876-77.

II (a).—Monthly rainfall at selected stations in the affected districts during 1896-97 and 1876-77.

III.—Estimated area and outturn of seven affected districts during 1896-97.

IV.—Monthly prices of jowari and bajri during 1896-97 and 1876-77, together with the average rates.

IV (a) and (b).—Charts showing the course of monthly prices of jowari and bajri from August 1896 to October 1897.

V.—Abstract statement showing daily average number and daily maximum number of persons relieved during the

twelve months (November to October), together with their percentages on the total and affected population.

VI.—Abstract statement showing the total number of persons under different classes relieved in the year 1896-97 as compared with 1876-77 for the affected districts.

VII.—Number of persons receiving relief in each of the affected districts during 1896-97 and 1876-77.

VIII.—Mortality statistics for the twelve months ending October 1897.

IX.—Land revenue collections, remissions, and suspensions for 1896-97 and 1895-96.

X.—Advances to cultivators under the Loans Acts for each of the districts during 1896-97 and 1895-96.

XI.—Total advances to cultivators under the Loans Acts from 1876-77 to 1896-97.

XII.—Relief workers classified according to castes and occupation for May 1897.

XIII.—Maximum number of persons gratuitously relieved and their percentages on the affected population.

XIV.—Population of affected districts during 1872, 1881, 1891, and 1896.

XV.—Total area under food and non-food crops in the Bombay Presidency (exclusive of Sind) during the twelve years from 1885-86 to 1896-97.

XVI.—Irrigated area in the Bombay Presidency (exclusive of Sind) during ten years from 1886-87 to 1895-96.

XVII.—Retail prices of jowar, bajra and wheat and whole-sale price of wheat as ruling in Bombay City, together with the rate of exchange from 1876-77 to 1896-97.

XVIII.—Comparative prices of jowar at Bijapur, Dharwar, and Cuddapah (Madras) and of bajra at Poona, Karachi and Cuddapah during the three months April to June 1897.

XIX.—Monthly imports and exports of food-grains of the districts of the Bombay Presidency from March to October 1897. (*Gazette of India*.)

Appendix A.—Forms devised by the Agricultural Department for reporting the progress of the season of 1897.

Mr. J. W.
P. Muir-
Mackenzie.
3rd Mar.
1898.



Mr. J. W.
P. Muir.
Mackenzie.

3rd Mar.
1898.

APPENDIX I.

Area and Population of the affected tracts during the Famine of 1896-97.

| DISTRICT. | AREA. | | POPULATION. | | |
|----------------------|------------------------|-----------|------------------|-------------------|-----------|
| | Total in square miles. | Affected. | Total in (1891). | Assumed for 1896. | Affected. |
| <i>Deccan.</i> | | | | | |
| Khandesh | 10,454 | 10,454 | 1,460,951 | 1,606,936 10 | 1,460,851 |
| Nasik | 5,819 | 5,819 | 843,582 | 883,652 4 | 843,582 |
| Poona | 5,349 | 5,349 | 1,067,800 | 1,185,258 11 | 1,067,800 |
| Satara | 4,825 | 4,825 | 1,225,989 | 1,336,328 9 | 1,225,989 |
| Ahmednagar | 6,589 | 6,589 | 888,755 | 987,406 11 | 888,755 |
| Sholapur | 4,539 | 4,539 | 750,689 | 878,306 17 | 750,689 |
| <i>Karnatak.</i> | | | | | |
| Bijapur | 5,668 | 5,668 | 796,339 | 923,753 18 | 796,339 |
| Belgaum | 4,652 | 2,326 | 1,013,261 | 1,114,587 10 | 506,630 |
| Dharwar | 4,602 | 1,534 | 1,051,314 | 1,161,979 10·5 | 350,438 |
| TOTAL | 52,497 | 47,103 | 9,098,580 | 10,078,205 | 7,891,073 |

NOTE.—Distress in the hilly western talukas of Ahmednagar, Poona and Satara proved to be greater than was first supposed. The whole of the area is treated as affected in the first seven districts, and in Belgaum one-half and in Dharwar one-third the area has been so treated. The block type figures in the column of assumed population for 1896 represent estimated percentage increase over the population of 1891.

I.—Area and Population of the affected tracts during the Famine of 1876-77.

| DISTRICT. | AREA. | | POPULATION. | |
|----------------------|--------|-----------|----------------|-----------|
| | Total. | Affected. | Total in 1872. | Affected. |
| <i>Deccan</i> | | | | |
| Khandesh | 10,162 | 5,500 | 1,028,642 | 646,944 |
| Nasik | 8,113 | 2,000 | 729,252 | 250,000 |
| Poona | 5,099 | 2,500 | 907,285 | 318,601 |
| Satara | 4,988 | 2,682 | 1,064,002 | 461,000 |
| Ahmednagar | 6,647 | 5,650 | 773,938 | 677,376 |
| Sholapur | 4,496 | 4,496 | 718,034 | 718,034 |
| <i>Karnatak.</i> | | | | |
| Bijapur | 5,695 | 5,695 | 816,037 | 816,037 |
| Belgaum | 4,591 | 2,660 | 938,750 | 501,000 |
| Dharwar | 4,564 | 3,000 | 988,037 | 630,000 |
| TOTAL | 54,355 | 34,183 | 7,963,927 | 5,018,992 |

NOTE.—Information for this table has been taken from the minute of Sir Richard Temple, Bart., K.C.S.I.

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APPENDIX II.

Monthly rainfall at the head-quarter stations of affected districts during 1896-97 and 1876-77.

| DISTRICT HEAD-QUARTERS. | April. | May. | June. | July. | August. | September. | October. | November. | December. | January. | February. | March. | April. | May. | June. | July. | August. | September. | October. |
|-------------------------|-------------------|------|-------|-------|---------|------------|----------|-----------|-----------|----------|-----------|--------|--------|------|-------|-------|---------|------------|----------|
| | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. | In. |
| Khandesh | 1896-97 | 218 | 629 | 1858 | 218 | 629 | 1858 | 218 | 629 | 1858 | 218 | 629 | 1858 | 218 | 629 | 1858 | 218 | 629 | 1858 |
| 1876-77 | ... | ... | 559 | 394 | 280 | 070 | ... | ... | ... | 168 | 068 | ... | ... | ... | 346 | 269 | 1022 | 199 | 140 |
| Average | 012 | 024 | 664 | 668 | 388 | 600 | 242 | 079 | 055 | 022 | 066 | 001 | 012 | 024 | 664 | 668 | 388 | 600 | 242 |
| Nasik | 1896-97 | 393 | 1317 | 1769 | 393 | 1317 | 1769 | 393 | 1317 | 1769 | 393 | 1317 | 1769 | 393 | 1317 | 1769 | 393 | 1317 | 1769 |
| 1876-77 | ... | 154 | 862 | 962 | 565 | 080 | ... | 020 | ... | ... | 025 | 016 | ... | ... | 442 | 293 | 127 | 589 | 418 |
| Average | 006 | 069 | 593 | 862 | 447 | 751 | 511 | 062 | 034 | 032 | 001 | 006 | 006 | 069 | 593 | 862 | 447 | 751 | 511 |
| Poona | 1896-97 | 267 | 886 | 1678 | 919 | 042 | 015 | 078 | ... | ... | ... | ... | 085 | ... | 541 | 457 | 661 | 663 | 1431 |
| 1876-77 | ... | 010 | 602 | 678 | 279 | 068 | 062 | ... | ... | ... | 026 | 032 | ... | 063 | 763 | 138 | 152 | 380 | 154 |
| Average | 079 | 161 | 552 | 921 | 290 | 701 | 695 | 186 | 057 | 010 | ... | 008 | 079 | 161 | 552 | 921 | 290 | 701 | 695 |
| Satara | 1896-97 | 086 | 130 | 1296 | 2087 | 046 | 028 | 039 | ... | ... | ... | ... | 089 | 245 | 773 | 1304 | 1038 | 620 | 712 |
| 1876-77 | ... | ... | 472 | 2439 | 416 | 032 | ... | 030 | ... | ... | 110 | ... | ... | 059 | 411 | 459 | 466 | 841 | 642 |
| Average | 062 | 223 | 721 | 1666 | 601 | 506 | 498 | 139 | 068 | 022 | 006 | 018 | 062 | 223 | 721 | 1666 | 601 | 506 | 498 |
| Ahmednagar | 1896-97 | 043 | 862 | 676 | 106 | 045 | 016 | 130 | 074 | ... | ... | ... | 042 | 024 | 146 | 148 | 099 | 1018 | 346 |
| 1876-77 | ... | ... | 324 | 230 | 128 | 132 | 008 | 026 | ... | ... | 002 | 016 | 215 | 094 | 993 | 049 | 363 | 451 | 273 |
| Average | 022 | 079 | 447 | 250 | 399 | 725 | 492 | 133 | 135 | 011 | 001 | 003 | 022 | 079 | 447 | 250 | 399 | 725 | 492 |
| Sholapur | 1896-97 | 005 | 319 | 438 | 233 | 008 | 044 | 676 | ... | ... | ... | ... | 009 | 062 | 281 | 215 | 153 | 1028 | 294 |
| 1876-77 | 024 | ... | 206 | 236 | 360 | 054 | 026 | ... | ... | ... | 011 | 046 | 180 | 014 | 840 | 376 | 675 | 1086 | 379 |
| Average | 061 | 086 | 524 | 380 | 669 | 832 | 483 | 127 | 087 | 014 | 001 | 014 | 061 | 086 | 524 | 380 | 669 | 832 | 483 |
| Bijapur | 1896-97 | 087 | 203 | 185 | 140 | 113 | 011 | 160 | 034 | ... | ... | ... | 116 | 207 | 899 | 191 | 106 | 802 | 526 |
| 1876-77 | 102 | ... | 213 | 059 | 025 | 074 | ... | ... | ... | ... | ... | 040 | 280 | 031 | 488 | 224 | 423 | 1378 | 877 |
| Average | 098 | 144 | 343 | 206 | 346 | 652 | 559 | 234 | 055 | 013 | 008 | 010 | 098 | 144 | 343 | 206 | 346 | 652 | 559 |
| Belgaum | 1896-97 | 249 | 1624 | 2197 | 1518 | 133 | 173 | 102 | 157 | ... | ... | ... | 146 | 454 | 688 | 1476 | 1114 | 493 | 266 |
| 1876-77 | 160 | 016 | 606 | 1918 | 271 | 214 | 119 | ... | ... | ... | 008 | ... | 169 | 203 | 1272 | 222 | 673 | 765 | 925 |
| Average | 185 | 253 | 770 | 1702 | 762 | 539 | 726 | 124 | 016 | 013 | 002 | 042 | 185 | 258 | 770 | 1702 | 762 | 539 | 726 |
| Dharwar | 1896-97 | 178 | 959 | 1159 | 613 | 273 | 324 | 122 | 049 | ... | ... | ... | 248 | 400 | 913 | 614 | 679 | 902 | 668 |
| 1876-77 | ... | ... | 206 | 892 | 148 | 184 | 162 | 029 | ... | ... | ... | ... | 217 | 306 | 489 | 076 | 316 | 1095 | 859 |
| Average | 158 | 273 | 386 | 783 | 390 | 491 | 588 | 158 | 045 | 019 | 003 | 022 | 158 | 273 | 386 | 783 | 390 | 491 | 588 |

NOTE.—Average is for 11 years ending 1892.

APPENDIX IIA.

Monthly rainfall at selected stations in the affected districts during 1896-97 and 1876-77.

| | April. | May. | June. | July. | August. | September. | October. | November. | December. | January. | February. | March. | April. | May. | June. | July. | August. | September. | October. |
|--------------------|--------|------|-------|-------|---------|------------|----------|-----------|-----------|----------|-----------|--------|--------|------|-------|-------|---------|------------|----------|
| <i>Ahmednagar.</i> | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. | Ins. |
| 1896-97 . | 1.06 | 0.27 | 11.91 | 11.45 | 4.32 | 0.18 | 1.07 | 0.05 | ... | ... | ... | ... | ... | 0.37 | 1.86 | 2.93 | 5.18 | 9.34 | 3.98 |
| 1876-77 . | ... | ... | 2.48 | 5.07 | 1.42 | 0.01 | ... | ... | ... | ... | 0.07 | 0.20 | ... | ... | 4.00 | 1.08 | 0.11 | 4.35 | 2.04 |
| Average . | 0.14 | 0.44 | 3.51 | 6.59 | 3.34 | 6.11 | 3.71 | 0.58 | 0.35 | 0.19 | ... | ... | 0.14 | 0.44 | 3.51 | 6.59 | 3.34 | 6.11 | 3.71 |
| <i>Poona.</i> | | | | | | | | | | | | | | | | | | | |
| 1896-97 . | 0.06 | 0.46 | 9.89 | 24.29 | 15.99 | 0.50 | 1.29 | 0.21 | ... | ... | ... | ... | 0.26 | 0.40 | 9.16 | 7.43 | 11.61 | 4.09 | 1.90 |
| 1876-77 . | ... | 0.09 | 6.13 | 45.12 | 22.00 | 3.45 | ... | ... | ... | ... | 0.40 | 0.56 | 0.09 | 0.05 | 15.90 | 14.02 | 11.12 | 6.72 | 2.12 |
| Average . | 0.08 | 0.63 | 8.70 | 23.77 | 9.58 | 8.21 | 5.09 | 1.15 | 0.44 | 0.05 | ... | 0.08 | 0.08 | 0.63 | 8.70 | 23.77 | 9.58 | 8.21 | 5.09 |
| <i>Satara.</i> | | | | | | | | | | | | | | | | | | | |
| 1896-97 . | 0.79 | 2.44 | 18.48 | 39.86 | 26.09 | 0.75 | 0.79 | 0.53 | 0.06 | ... | ... | ... | 3.56 | 2.07 | 9.04 | 28.24 | 23.20 | 9.62 | 1.75 |
| 1876-77 . | ... | ... | 4.80 | 37.38 | 6.10 | 0.54 | ... | 0.20 | ... | ... | 0.18 | ... | ... | 0.08 | 16.90 | 7.57 | 10.89 | 8.78 | 6.47 |
| Average . | 0.44 | 1.40 | 12.82 | 34.23 | 12.48 | 6.08 | 5.83 | 1.64 | 0.49 | 0.22 | 0.01 | 0.19 | 0.44 | 1.40 | 12.82 | 34.23 | 12.48 | 6.08 | 5.83 |
| <i>Belgaum.</i> | | | | | | | | | | | | | | | | | | | |
| 1896-97 . | 1.33 | 1.21 | 9.32 | 2.59 | 4.40 | 0.06 | 0.56 | 0.45 | 0.38 | ... | ... | ... | 2.73 | 4.74 | 7.15 | 1.94 | 1.91 | 5.44 | 7.44 |
| 1876-77 . | 0.56 | 0.56 | 2.18 | 2.57 | 0.47 | 0.57 | ... | 0.05 | ... | ... | ... | ... | 0.54 | 0.35 | 6.27 | 0.19 | 2.82 | 9.84 | 10.67 |
| Average . | 1.70 | 2.09 | 3.44 | 2.94 | 2.58 | 4.53 | 6.70 | 1.47 | 0.66 | 0.14 | 0.01 | 0.46 | 1.70 | 2.09 | 3.44 | 2.94 | 2.58 | 4.53 | 6.70 |
| <i>Dharwar.</i> | | | | | | | | | | | | | | | | | | | |
| 1896-97 . | 0.08 | 1.53 | 1.42 | 3.11 | 0.83 | 1.41 | 0.40 | 3.76 | 0.15 | ... | 0.05 | ... | 6.25 | 1.80 | 6.63 | 1.15 | 1.89 | 8.94 | 2.83 |
| 1876-77 . | ... | 0.51 | 3.68 | 1.44 | 0.66 | 1.09 | 0.21 | ... | ... | ... | ... | 0.10 | 2.36 | 0.55 | 4.33 | 0.91 | 1.48 | 11.31 | 9.14 |
| Average . | 1.49 | 2.90 | 2.57 | 2.65 | 3.63 | 5.72 | 4.89 | 1.44 | 0.21 | 0.08 | ... | 0.13 | 1.49 | 2.90 | 2.57 | 2.65 | 3.63 | 5.72 | 4.89 |

NOTE.—Average is for 11 years ending 1892.

APPENDIX III.

*Estimated area and outturn of the seven affected districts, 1896-97.**Mr. J. W.
P. Muir-
Mackenzie.**3rd Mar.
1898.*

| District. | | CEREALS. | | | | | | | | | | | | | | |
|------------------|----------------|----------------|-------------------------|--------------------|----------------|-------------------------|--------------------|----------------|-------------------------|----------------------------------|----------------|-------------------------|--------------------|----------------|-------------------------|--------------------|
| | | JOWARI. | | | BAJRI. | | | RICE. | | | WHEAT. | | | OTHER CEREALS. | | |
| | | Area in acres. | Yield in lbs. per acre. | Outturn in maunds. | Area in acres. | Yield in lbs. per acre. | Outturn in maunds. | Area in acres. | Yield in lbs. per acre. | Outturn of clean rice in maunds. | Area in acres. | Yield in lbs. per acre. | Outturn in maunds. | Area in acres. | Yield in lbs. per acre. | Outturn in maunds. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | |
| Khan- desh. | { Dry . | 464,649 | 258 | 1,500,873 | 628,578 | 123 | 969,331 | (a) 15,435 | 472 | 91,105 | 128,316 | 154 | 243,015 | 16,179 | 225 | 45,503 |
| | { Irrigated | ... | ... | ... | ... | ... | ... | ... | ... | ... | 30,597 | 1,200 | 468,955 | 1,013 | 1,050 | 21,171 |
| Nasik . | { Dry . | 38,434 | 106 | 51,258 | 867,326 | 104 | 670,981 | 55,504 | 610 | 423,581 | 135,928 | 128 | 217,042 | 156,775 | 431 | 844,561 |
| | { Irrigated | 8,550 | 1,225 | 130,922 | ... | ... | ... | ... | ... | ... | 42,937 | 1,106 | 593,074 | 3,279 | 1,225 | 50,210 |
| Poona . | { (b) Dry . | 168,957 | 213 | 450,953 | 571,545 | 77 | 551,611 | 67,006 | 371 | 311,044 | 11,351 | 158 | 22,418 | 77,417 | 169 | 163,543 |
| | { Irrigated | 66,405 | 1,141 | 947,238 | ... | ... | ... | ... | ... | ... | 14,290 | 904 | 172,187 | ... | ... | ... |
| Satara . | { Dry . | 407,282 | 498 | 2,478,096 | 463,945 | 129 | 749,582 | 30,407 | 546 | 207,833 | 19,522 | 185 | 45,232 | 122,578 | 208 | 314,973 |
| | { Irrigated | 45,871 | 1,190 | 682,455 | ... | ... | ... | 12,664 | 1,042 | 164,687 | 19,630 | 1,156 | 283,669 | ... | ... | ... |
| Ahmed- nagar. | { Dry . | 680,837 | 95 | 808,128 | 771,736 | 96 | 931,518 | 11,935 | 232 | 34,550 | 25,573 | 39 | 12,716 | 38,100 | 175 | 63,344 |
| | { Irrigated | 77,800 | 1,933 | 1,880,663 | ... | ... | ... | ... | ... | ... | 36,103 | 1,264 | 570,528 | 5,281 | 1,225 | 80,865 |
| Shola- pur. | { Dry . | 149,000 | 398 | 742,500 | ... | ... | ... | ... | ... | ... | ... | ... | 124,000 | 29 | 45,125 | ... |
| | { Irrigated | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... |
| Bijapur | { Dry . | 121,467 | 99 | 150,025 | 11,163 | 15 | 2,146 | 55 | 26 | 18 | 780 | 162 | 1,565 | 1,759 | 20 | 489 |
| | { Irrigated | 8,601 | 1,200 | 144,015 | ... | ... | ... | 401 | 720 | 3,609 | 2,182 | 1,040 | 28,366 | 4,558 | 1,200 | 68,820 |
| Total . | { Dry . | 2,030,596 | ... | 6,181,831 | 3,114,193 | ... | 4,075,149 | 180,342 | ... | 1,088,131 | 319,470 | ... | 542,008 | 536,909 | ... | 1,497,488 |
| | { Irrigated | 203,227 | ... | 3,785,193 | ... | ... | ... | 13,065 | ... | 168,496 | 145,739 | ... | 2,106,779 | 14,761 | ... | 221,066 |
| | | 2,238,823 | ... | 9,967,024 | 3,114,193 | ... | 4,075,149 | 193,407 | ... | 1,256,627 | 465,209 | ... | 2,648,787 | 551,570 | ... | 1,718,554 |

| DISTRICT. | | CEREALS—contd. | | | | | PULSES. | | | | | | | | TOTAL FOOD-GRAINS | | |
|------------------|-----------|----------------|--------------------|------------------------|-------------------------|--------------------|----------------|-------------------------|--------------------|----------------|-------------------------|--------------------|----------------|--------------------|-------------------|--------------------|-----------|
| | | TOTAL CEREALS. | | TUR. | | | GRAM. | | | OTHER PULSES. | | | TOTAL PULSES. | | Area in acres. | Outturn in maunds. | |
| | | Area in acres. | Outturn in maunds. | Area in acres. | Yield in lbs. per acre. | Outturn in maunds. | Area in acres. | Yield in lbs. per acre. | Outturn in maunds. | Area in acres. | Yield in lbs. per acre. | Outturn in maunds. | Area in acres. | Outturn in maunds. | | | |
| 1 | | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | |
| Khan- desh. | Dry . | 1,251,157 | 2,910,564 | 66,001 | 330 | 247,504 | 31,850 | 170 | 68,027 | 167,985 | 112 | 220,311 | 255,216 | 536,842 | 1,508,373 | 3,416,406 | |
| | Irrigated | 32,210 | 480,128 | ... | ... | ... | 3,000 | 1,050 | 39,375 | 2,052 | 1,050 | 26,932 | 5,052 | 66,307 | 37,262 | 546,433 | |
| Nasik . | Dry . | 1,063,967 | 2,407,403 | 18,036 | 218 | 49,346 | 47,186 | 155 | 91,252 | 133,597 | 139 | 232,638 | 198,809 | 373,236 | 1,252,770 | 2,780,639 | |
| | Irrigated | 64,768 | 774,206 | ... | ... | ... | 6,718 | 1,225 | 102,870 | ... | ... | ... | 6,718 | 102,669 | 61,464 | 877,075 | |
| Poona . | Dry . | 896,278 | 1,499,569 | 20,044 | 50 | 12,527 | 60,034 | 100 | 7,543 | 70,965 | 125 | 110,883 | 97,043 | 130,963 | (c) 993,319 | 1,630,522 | |
| | Irrigated | 80,695 | 1,119,425 | ... | ... | ... | 11,437 | 788 | 112,654 | ... | ... | ... | 11,437 | 112,654 | 92,132 | 1,232,079 | |
| Satara . | Dry . | 1,043,615 | 3,795,716 | 56,436 | 454 | 320,612 | 33,425 | 183 | 76,603 | 178,053 | 211 | 463,750 | 265,514 | 880,965 | 1,309,129 | 4,656,861 | |
| | Irrigated | 78,163 | 1,131,011 | ... | ... | ... | 8,990 | 1,169 | 131,361 | 15,015 | 1,081 | 203,020 | 24,005 | 334,381 | 102,170 | 1,465,392 | |
| Ahmed- nagar. | Dry . | 1,628,181 | 1,870,254 | 51,885 | 146 | 93,761 | 30,206 | 36 | 13,822 | 136,238 | 99 | 167,509 | 218,280 | 275,092 | 1,746,461 | 2,146,436 | |
| | Irrigated | 119,184 | 2,531,958 | ... | ... | ... | 12,848 | 972 | 156,147 | ... | ... | ... | 12,848 | 156,147 | 132,039 | 2,688,103 | |
| Shola- pur. | Dry .. | 278,030 | 787,625 | Details not estimated. | | | | | | | | | | 70,000 | 22,375 | (d) 943,000 | 810,000 |
| | Irrigated | ... | ... | | | | | | | | | | | ... | ... | 106,169 | 1,455,771 |
| Bijapur | Dry | 136,214 | 154,213 | Details not estimated. | | | | | | | | | | 12,978 | 3,340 | (e) 148,192 | 157,553 |
| | Irrigated | 16,772 | 244,813 | | | | | | | | | | | 360 | 2,160 | 17,132 | 246,970 |
| Total . | Dry . | 6,181,410 | 13,425,344 | 212,353 | ... | 723,749 | 146,701 | ... | 257,247 | 673,808 | ... | 1,195,091 | 1,117,840 | 2,201,803 | 7,290,260 | 15,597,437 | |
| | Irrigated | 381,792 | 5,231,534 | ... | ... | ... | 42,993 | ... | 542,407 | 17,067 | ... | 229,952 | 60,420 | 774,517 | 548,411 | 8,511,823 | |
| | | 6,563,202 | 18,706,878 | 212,353 | ... | 723,749 | 111,694 | ... | 799,654 | 690,875 | ... | 1,425,043 | 1,178,260 | 2,976,320 | 7,847,661 | 24,109,260 | |

NOTE.—(1) In the columns 'of yield per acre' fractions have been omitted.

(2) This includes, in the case of rice crop, the outturn in cleaned rice, while it is returned in paddy in the statement embodied in answer 3 (a).

(a) Includes 1,567 acres under irrigated crop.

(b) Includes 2,461 do.

(c) Jowari 435,435, wheat 22,704, gram 24,149, making a total 522,292 acres, or 32 per cent. of total cropped area has been excluded as producing only fodder, but no grain.

(d) Area amounting to 738,069 acres or 62 per cent. which, though sown, did not produce grain has been excluded.

(e) Excludes areas of which reported anna estimates are nil or less than one anna, viz., 43,469 under jowari, 19,402 under wheat, and 1,634 under gram and pulses. Area under other crops...

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APPEN

Monthly prices in lbs. per rupee for Jowari and
1898-

| Stations. | JOWARI. | | | | | | | | | | | | | | | |
|--------------|--|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|---|
| | Average rate for 10 years ending 1895. | 1896. | | November. | December. | January. | February. | March. | April. | May. | June. | July. | August. | September. | October. | Average of 13 months ending October 1897. |
| | | September. | October. | | | | | | | | | | | | | |
| Khandesh . | 44 | 30 $\frac{2}{10}$ | 18 $\frac{1}{8}$ | 17 $\frac{1}{16}$ | 18 $\frac{9}{16}$ | 19 | 19 | 17 $\frac{1}{16}$ | 16 $\frac{3}{8}$ | 17 $\frac{3}{16}$ | 15 $\frac{1}{2}$ | 14 $\frac{5}{8}$ | 14 $\frac{3}{16}$ | 18 $\frac{9}{16}$ | 25 | 17 $\frac{1}{2}$ |
| Nasik . | 43 | 33 $\frac{3}{8}$ | ... | ... | 19 | 19 $\frac{5}{8}$ | 19 $\frac{5}{8}$ | 18 $\frac{1}{2}$ | 18 $\frac{1}{4}$ | 18 $\frac{3}{8}$ | 16 $\frac{7}{16}$ | 17 $\frac{1}{2}$ | ... | ... | 15 $\frac{1}{2}$ | 18 |
| Poona . | 38 | 37 $\frac{5}{8}$ | 19 $\frac{1}{16}$ | 19 $\frac{1}{16}$ | 19 $\frac{1}{8}$ | 21 $\frac{1}{8}$ | 20 $\frac{9}{16}$ | 18 $\frac{3}{4}$ | 18 $\frac{3}{4}$ | 18 $\frac{3}{4}$ | 18 $\frac{3}{16}$ | 16 $\frac{1}{2}$ | 14 $\frac{1}{16}$ | 17 $\frac{1}{16}$ | 19 $\frac{1}{16}$ | 18 $\frac{1}{16}$ |
| Satara . | 33 $\frac{1}{2}$ | 33 $\frac{1}{16}$ | 23 | 19 $\frac{1}{4}$ | 18 $\frac{9}{16}$ | 18 | 17 $\frac{1}{2}$ | 17 $\frac{1}{16}$ | 17 $\frac{1}{8}$ | 17 $\frac{5}{16}$ | 15 $\frac{7}{8}$ | 15 | 13 $\frac{3}{8}$ | 13 $\frac{3}{8}$ | 16 $\frac{7}{16}$ | 16 $\frac{1}{2}$ |
| Ahmednagar . | 42 $\frac{1}{2}$ | 34 $\frac{3}{8}$ | 22 | 18 $\frac{1}{4}$ | 19 $\frac{1}{16}$ | 21 $\frac{5}{8}$ | 20 $\frac{5}{8}$ | 19 $\frac{1}{2}$ | 19 $\frac{1}{2}$ | 19 $\frac{1}{2}$ | 16 $\frac{1}{2}$ | 14 $\frac{7}{16}$ | 13 $\frac{3}{4}$ | 16 $\frac{5}{8}$ | 16 $\frac{5}{8}$ | 17 $\frac{9}{16}$ |
| Sholapur . | 45 | 39 $\frac{5}{16}$ | 23 $\frac{1}{4}$ | 20 $\frac{9}{16}$ | 21 $\frac{7}{8}$ | 24 $\frac{1}{2}$ | 23 $\frac{1}{16}$ | 22 $\frac{3}{8}$ | 23 $\frac{1}{4}$ | 22 $\frac{3}{8}$ | 19 $\frac{1}{16}$ | 16 $\frac{3}{8}$ | 15 $\frac{1}{4}$ | 18 $\frac{3}{4}$ | 20 $\frac{1}{8}$ | 20 $\frac{7}{16}$ |
| Bijapur . | 45 $\frac{1}{2}$ | 41 $\frac{1}{8}$ | 25 $\frac{3}{16}$ | 20 $\frac{1}{8}$ | 22 $\frac{3}{16}$ | 23 $\frac{7}{16}$ | 23 $\frac{3}{8}$ | 19 $\frac{3}{4}$ | 22 $\frac{1}{2}$ | 20 $\frac{1}{16}$ | 18 $\frac{1}{8}$ | 15 $\frac{1}{4}$ | 15 $\frac{1}{4}$ | 21 $\frac{3}{16}$ | 28 $\frac{1}{2}$ | 20 $\frac{5}{8}$ |
| Belgaum . | 40 $\frac{1}{2}$ | 48 $\frac{3}{16}$ | 25 $\frac{1}{16}$ | 22 $\frac{1}{2}$ | 25 $\frac{5}{8}$ | 25 $\frac{3}{8}$ | 24 $\frac{7}{8}$ | 21 $\frac{1}{16}$ | 20 $\frac{3}{4}$ | 22 $\frac{5}{16}$ | 22 $\frac{5}{16}$ | 19 $\frac{1}{16}$ | 18 $\frac{1}{16}$ | 26 $\frac{7}{16}$ | 24 $\frac{1}{16}$ | 23 |
| Dharwar . | 45 | 54 $\frac{1}{2}$ | 27 $\frac{3}{8}$ | 21 $\frac{3}{16}$ | 26 $\frac{3}{8}$ | 26 $\frac{3}{8}$ | 25 $\frac{7}{16}$ | 24 $\frac{1}{2}$ | 24 $\frac{1}{2}$ | 24 $\frac{1}{16}$ | 23 $\frac{9}{16}$ | 20 $\frac{5}{16}$ | 19 $\frac{1}{8}$ | 23 $\frac{1}{8}$ | 25 $\frac{1}{16}$ | 23 $\frac{1}{2}$ |

1876-

| Stations. | Average rate for 10 years ending 1895. | 1876. | | November. | December. | January. | February. | March. | April. | May. | June. | July. | August. | September. | October. | Average of 13 months ending October 1877. |
|--------------|--|------------------|-------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|-------------------|---|
| | | September. | October. | | | | | | | | | | | | | |
| Khandesh . | 44 | 44 $\frac{2}{8}$ | 38 $\frac{1}{8}$ | 32 $\frac{3}{4}$ | 30 $\frac{3}{4}$ | 32 $\frac{1}{2}$ | 31 $\frac{3}{8}$ | 34 $\frac{7}{8}$ | 31 $\frac{1}{8}$ | 29 $\frac{3}{4}$ | 27 $\frac{5}{8}$ | 24 | 18 $\frac{1}{4}$ | 17 $\frac{1}{8}$ | 24 | 27 $\frac{9}{16}$ |
| Nasik . | 43 | 52 $\frac{1}{4}$ | 40 | 30 | 31 | 31 $\frac{1}{4}$ | 32 | 32 | 31 | 27 | 23 | 26 $\frac{1}{8}$ | 18 $\frac{1}{2}$ | 17 $\frac{1}{8}$ | 20 $\frac{3}{8}$ | 27 $\frac{1}{4}$ |
| Poona . | 38 | 38 | 28 $\frac{9}{16}$ | 20 $\frac{1}{2}$ | 19 $\frac{3}{4}$ | 22 $\frac{3}{4}$ | 24 | 23 $\frac{3}{8}$ | 21 $\frac{1}{4}$ | 19 $\frac{3}{4}$ | 19 $\frac{1}{2}$ | 14 $\frac{1}{4}$ | 13 | 15 $\frac{3}{8}$ | 19 | 19 $\frac{3}{8}$ |
| Satara . | 33 $\frac{1}{2}$ | 30 $\frac{1}{8}$ | 23 $\frac{1}{8}$ | 17 $\frac{3}{8}$ | 19 $\frac{1}{8}$ | 20 | 20 $\frac{1}{2}$ | 19 $\frac{3}{8}$ | 17 $\frac{3}{8}$ | 16 | 14 $\frac{1}{2}$ | 12 $\frac{3}{8}$ | 11 $\frac{1}{2}$ | 14 | 19 $\frac{3}{8}$ | 16 $\frac{1}{4}$ |
| Abmednagar . | 42 $\frac{1}{2}$ | 43 $\frac{1}{4}$ | 28 $\frac{7}{16}$ | 23 | 26 $\frac{1}{2}$ | 29 $\frac{1}{2}$ | 26 | 25 $\frac{1}{2}$ | 25 $\frac{1}{2}$ | 22 $\frac{1}{2}$ | 21 $\frac{1}{4}$ | 18 $\frac{1}{2}$ | 14 $\frac{1}{8}$ | 13 $\frac{1}{4}$ | 18 $\frac{1}{4}$ | 22 $\frac{1}{8}$ $\frac{1}{16}$ |
| Sholapur | 45 | 39 $\frac{5}{8}$ | 29 | 16 $\frac{1}{4}$ | 20 | 20 | 20 | 21 | 19 | 16 $\frac{1}{4}$ | 17 $\frac{1}{4}$ | 12 $\frac{1}{2}$ | 9 $\frac{3}{4}$ | 13 $\frac{3}{4}$ | 24 | 17 $\frac{1}{2}$ |
| Bijapur . | 45 $\frac{1}{2}$ | 43 $\frac{1}{2}$ | 27 $\frac{3}{4}$ | 14 $\frac{1}{4}$ | 15 $\frac{1}{8}$ | 17 $\frac{1}{4}$ | 17 $\frac{3}{4}$ | 16 $\frac{3}{4}$ | 15 $\frac{1}{2}$ | 14 | 12 $\frac{3}{8}$ | 9 $\frac{3}{8}$ | 9 $\frac{1}{4}$ | 9 $\frac{1}{8}$ | 12 $\frac{1}{16}$ | 13 $\frac{3}{8}$ |
| Belgaum . | 40 $\frac{1}{2}$ | 35 $\frac{5}{8}$ | 25 $\frac{1}{4}$ | 14 $\frac{1}{2}$ | 16 $\frac{1}{2}$ | 19 | 19 | 18 $\frac{1}{4}$ | 16 $\frac{1}{4}$ | 15 $\frac{1}{2}$ | 12 $\frac{1}{2}$ | 9 $\frac{3}{8}$ | 9 $\frac{7}{8}$ | 13 $\frac{1}{4}$ | 16 | 15 $\frac{1}{4}$ |
| Dharwar . | 45 | 38 $\frac{3}{4}$ | 29 $\frac{1}{8}$ | 16 $\frac{3}{4}$ | 17 $\frac{3}{4}$ | 18 $\frac{1}{2}$ | 17 $\frac{1}{2}$ | 17 $\frac{1}{4}$ | 15 $\frac{1}{4}$ | 14 | 11 $\frac{1}{2}$ | 13 $\frac{1}{4}$ | 8 $\frac{1}{4}$ | 12 | 18 $\frac{1}{4}$ | 15 $\frac{3}{16}$ |

DIX IV.

"iri during 1896-97 and 1876-77 together with the average rates.

Mr. J. W.
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| Stations. | RAJPI. | | | | | | | | | | | | | | | |
|------------|--|------------|----------|-----------|-----------|----------|-----------|--------|--------|------|-------|-------|---------|------------|----------|---|
| | Average rate for 10 years ending 1895. | 1896. | | November. | December. | January. | February. | March. | April. | May. | June. | July. | August. | September. | October. | Average of 12 months ending October 1897. |
| | | September. | October. | | | | | | | | | | | | | |
| andesh . | 36½ | 25½ | 15½ | 15½ | 16½ | 16½ | 16½ | 16½ | 16½ | 14½ | 14½ | 14½ | 13½ | 17½ | 26½ | 16½ |
| asik . | 34 | 25½ | 19½ | 17 | 17 | 17 | 15½ | 15½ | 15½ | 15½ | 15½ | 15½ | 13½ | 15½ | 20½ | 16½ |
| ona . | 30½ | 28½ | 17½ | 16½ | 17½ | 18½ | 16½ | 15 | 15 | 16½ | 16½ | 15 | 14½ | 16½ | 19½ | 16½ |
| tara . | 31½ | 28½ | 20½ | 14½ | 16½ | 16½ | 16½ | 16½ | 16½ | 16½ | 15½ | 13½ | 11½ | 13½ | 15½ | 15½ |
| ahmednagar | 35½ | 26½ | 19 | 16½ | 18½ | 19 | 19 | 17½ | 17½ | 17½ | 15½ | 13½ | 13½ | 16½ | 16 | 16½ |
| solapur . | 41 | 32½ | 19½ | 16½ | 19½ | 19½ | 18½ | 17½ | 17½ | 17½ | 14½ | 14½ | 14½ | 17½ | 21½ | 17½ |
| ijapur . | 43½ | 37 | 22½ | 17½ | 19½ | 19½ | 19½ | 17½ | 17½ | 15½ | 14½ | 14½ | 14½ | 17½ | 28½ | 18 |
| elgaum . | 40½ | 35½ | 20½ | 18½ | 22½ | 23½ | 22½ | 20½ | 18 | 18 | 19 | 16½ | 14½ | 17½ | 21½ | 19½ |
| harwar . | 41½ | 39½ | 25½ | 17½ | 20½ | 24½ | 24½ | 23½ | 22½ | 20½ | 20½ | 17½ | 17½ | 17 | 17 | 20½ |

7.

| Stations. | Average rate for 10 years ending 1896. | 1876. | | November. | December. | January. | February. | March. | April. | May. | June. | July. | August. | September. | October. | Average of 12 months ending October 1877. |
|------------|--|------------|----------|-----------|-----------|----------|-----------|--------|--------|------|-------|-------|---------|------------|----------|---|
| | | September. | October. | | | | | | | | | | | | | |
| Handesh . | 36½ | 39½ | 35½ | 26½ | 28½ | 28½ | 26½ | 28½ | 28½ | 27½ | 25½ | 23 | 16½ | 16½ | 20½ | 24½ |
| Nasik . | 34 | 37½ | 29½ | 26½ | 26½ | 28 | 28½ | 26 | 25 | 24 | 24 | 23½ | 16½ | 16½ | 18½ | 23½ |
| Poona . | 30½ | 31 | 27½ | 19 | 20½ | 23½ | 23 | 22½ | 21½ | 19½ | 19½ | 14½ | 12½ | 14½ | 18½ | 19½ |
| Satara . | 31½ | 30½ | 24½ | 16½ | 18½ | 19½ | 19½ | 19½ | 18 | 16½ | 14½ | 12½ | 11½ | 14½ | 23½ | 17½ |
| Ahmednagar | 35½ | 39½ | 27½ | 21 | 26 | 26½ | 24 | 24 | 24 | 24½ | 22½ | 19½ | 14 | 13½ | 20½ | 21½ |
| Sholapur . | 41 | 36 | 29½ | 20 | 23 | 23½ | 23½ | 24 | 23 | 20 | 18 | 15½ | 13½ | 12 | 22 | 19½ |
| Bijapur . | 43½ | 45½ | 37½ | 15½ | 15½ | 17½ | 17½ | 16½ | 15½ | 18½ | 11½ | 9½ | 9½ | 9½ | ... | 12½ |
| Belgaum . | 40½ | 39 | 28½ | 17 | 19½ | 22½ | 22 | 22 | 21½ | 18½ | 16½ | 13½ | 10½ | 12 | 18½ | 17½ |
| Dharwar . | 41½ | 38 | 29 | 16½ | 18 | 20½ | 20½ | 20½ | 18½ | 16½ | 14½ | 11 | 9½ | 10½ | 11½ | 15½ |

APPENDIX V.

Mr. J. W.
P. Muir-
Mackenzie.

3rd Mar.
1898.

Abstract statement showing daily average number and daily maximum number of persons relieved during the twelve months (November to October), together with their percentages on the total and affected population, during 1896-97 and 1876-77.

| DISTRICT. | Total population. | Affected population. | Daily average number of persons relieved during 12 months. | PERCENTAGE OF COLUMN 4 ON | | Maximum daily average number relieved. | PERCENTAGE OF COLUMN 7 ON | | Month in which maximum occurred. | REMARKS. |
|----------------------|-------------------|----------------------|--|---------------------------|-----------|--|---------------------------|-----------|----------------------------------|--|
| | | | | Column 2. | Column 3. | | Column 2. | Column 3. | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| 1896-97. | | | | | | | | | | |
| Khandesh | 1,460,851 | 1,460,851 | 15,467 | 1.0 | 1.0 | 37,811 | 2.6 | 2.6 | April. | * This figure represents the maximum for the whole area in any one month, not the sum of the district maxima which occurred in different months. |
| Nasik | 843,582 | 843,582 | 18,040 | 2.1 | 2.1 | 35,772 | 4.2 | 4.2 | March. | |
| Poona | 1,027,800 | 1,027,800 | 24,121 | 2.4 | 2.4 | 42,068 | 3.9 | 3.9 | September. | |
| Satara | 1,225,989 | 1,225,989 | 18,297 | 1.3 | 1.3 | 31,378 | 2.5 | 2.5 | April. | |
| Ahmednagar | 888,755 | 888,755 | 65,545 | 7.4 | 7.4 | 109,740 | 12.3 | 12.3 | September. | |
| Sholapur | 780,689 | 780,689 | 94,098 | 12.5 | 12.5 | 132,550 | 17.7 | 17.7 | April. | |
| Bijapur | 798,339 | 798,339 | 75,708 | 9.5 | 9.5 | 134,131 | 17.0 | 17.0 | September. | |
| Belgaum | 1,013,261 | 506,630 | 8,959 | 0.9 | 1.8 | 20,083 | 1.9 | 3.9 | Do. | |
| Dharwar | 1,061,314 | 350,438 | 1,612 | 0.2 | 0.5 | 4,428 | 0.4 | 1.3 | Do. | |
| Presidency | 9,098,580 | 7,891,073 | 321,833 | 3.5 | 4.1 | *458,440 | 5.0 | 5.8 | | |
| 1876-77. | | | | | | | | | | |
| Khandesh | 1,028,642 | 646,944 | 5,110 | 0.5 | 0.8 | 11,455 | 1.1 | 1.7 | September. | * This figure represents the maximum for the whole area in any one month, not the sum of the district maxima which occurred in different months. |
| Nasik | 729,252 | 250,001 | 12,485 | 1.7 | 5.0 | 24,683 | 3.4 | 9.8 | April. | |
| Poona | 907,235 | 318,001 | 51,271 | 5.6 | 16.1 | 69,791 | 7.7 | 21.9 | May. | |
| Satara | 1,084,002 | 461,040 | 33,333 | 3.1 | 7.2 | 67,515 | 6.4 | 14.6 | June. | |
| Ahmednagar | 773,938 | 677,376 | 34,342 | 4.4 | 5.1 | 50,940 | 6.6 | 7.5 | Do. | |
| Sholapur | 718,034 | 718,034 | 60,951 | 8.5 | 8.5 | 95,617 | 13.3 | 13.3 | January. | |
| Bijapur | 816,037 | 816,037 | 65,869 | 8.1 | 8.1 | 166,054 | 20.2 | 20.2 | August. | |
| Belgaum | 939,750 | 501,300 | 31,450 | 3.4 | 6.3 | 59,711 | 6.4 | 11.9 | May. | |
| Dharwar | 968,037 | 630,000 | 37,828 | 3.8 | 6.0 | 73,523 | 7.4 | 11.7 | June. | |
| Presidency | 7,963,927 | 5,018,932 | 332,837 | 4.2 | 6.6 | *513,878 | 6.4 | 10.2 | | |

NOTE.—For 1896-97 the affected population figures for Belgaum and Dharwar have been taken respectively at $\frac{1}{2}$ and $\frac{1}{3}$ of the total population of the districts. The population figures are according to the census of 1891. For 1874-77 the affected and total population figures have been taken from the minute by His Excellency the Honourable Sir Richard Temple, Bart., K.C.S.I., Governor of Bombay.

APPENDIX VI.

Abstract statement showing the total number of persons under different classes relieved during the year 1896-97 as compared with 1876-77 for the affected districts in the Bombay Presidency.

| MONTHS. | 1896-97. | | | | | 1876-77. | | | | |
|-----------------------------|-----------------|-------------|------------------------|----------------------|--------------|-----------------|-------------|------------------------|----------------------|--------------|
| | Relief workers. | Dependents. | Gratuitously relieved. | Total daily average. | Total units. | Relief workers. | Dependents. | Gratuitously relieved. | Total daily average. | Total units. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| November | 31,496 | 7,785 | 2,076 | 41,357 | 808,467 | 138,018 | ... | ... | 136,048 | 4,061,440 |
| December | 95,883 | 30,641 | 2,441 | 128,964 | 3,997,884 | 254,403 | ... | ... | 254,408 | 7,886,648 |
| January | 190,078 | 76,623 | 9,114 | 275,721 | 8,547,351 | 317,980 | ... | 4,434 | 322,094 | 9,664,014 |
| February | 258,985 | 112,478 | 16,891 | 388,352 | 10,873,856 | 231,619 | 42,017 | 5,039 | 278,675 | 7,802,900 |
| March | 287,798 | 116,627 | 23,234 | 427,559 | 13,254,329 | 225,627 | 48,073 | 6,687 | 280,387 | 8,691,997 |
| April | 306,602 | 103,147 | 29,172 | 438,821 | 13,164,630 | 281,560 | 76,762 | 15,011 | 373,363 | 11,200,890 |
| May | 266,635 | 69,705 | 33,499 | 369,739 | 11,461,909 | 361,172 | 108,500 | 33,146 | 502,820 | 15,567,420 |
| June | 239,150 | 58,518 | 38,882 | 326,600 | 9,818,223 | 345,089 | 108,806 | 60,183 | 513,978 | 15,416,340 |
| July | 268,991 | 63,387 | 52,332 | 374,750 | 11,617,250 | 256,260 | 60,192 | 49,812 | 386,264 | 11,976,114 |
| August | 282,093 | 64,687 | 65,310 | 412,270 | 12,780,370 | 273,688 | 80,643 | 63,633 | 417,964 | 12,856,864 |
| September | 302,684 | 67,204 | 88,552 | 458,440 | 13,753,200 | 203,686 | 60,435 | 92,492 | 356,593 | 10,697,790 |
| October | 119,358 | 29,327 | 70,739 | 219,424 | 6,802,144 | 79,904 | 29,542 | 62,058 | 171,524 | 5,317,244 |
| TOTAL | 2,629,543 | 800,162 | 432,292 | 3,861,997 | 116,939,643 | 2,960,761 | 634,780 | 392,497 | 3,994,048 | 121,599,561 |
| Daily average for 12 months | 219,129 | 66,680 | 36,024 | 321,833 | ..... | 247,230 | 52,899 | 32,708 | 332,637 | ..... |

NOTE.—Figures in block type represent percentages over total daily average.

APPENDIX VII—contd.

Mr. J. W.
P. Muir-
Mackenzie.

3rd Mur.
1898.

Statement showing number of persons receiving relief in each of the affected districts during 1896-97 and 1876-77—continued.

| District and kind of relief | | 1876-77. | | | | | | | | | | | | Daily average during 12 months. |
|-----------------------------|------------------------|----------------|-----------|---------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|------------|----------|---------------------------------|
| | | November 1876. | December. | January 1877. | February. | March. | April. | May. | June. | July. | August. | September. | October. | |
| Khandesh. | Relief workers | 3,267 | 4,714 | 2,928 | 4,023 | 3,029 | 3,399 | 2,609 | 2,386 | 2,502 | 8,622 | 8,296 | 3,961 | 4,146 |
| | Dependents . | ... | ... | ... | 803 | 927 | 951 | 708 | 450 | 634 | 1,885 | 2,638 | 1,191 | 849 |
| | Gratuitously relieved. | ... | ... | ... | ... | 100 | 163 | 50 | 4 | ... | 165 | 519 | 384 | 116 |
| | Total daily average . | 3,267 | 4,714 | 2,928 | 4,831 | 4,062 | 4,513 | 3,367 | 2,840 | 3,136 | 10,672 | 11,455 | 5,536 | 5,110 |
| | Total units . | 98,010 | 146,134 | 90,768 | 135,268 | 125,922 | 135,390 | 104,977 | 85,200 | 97,216 | 330,832 | 343,650 | 171,616 | ... |
| Nasik. | Relief workers | 7,382 | 14,275 | 18,000 | 15,078 | 13,580 | 17,872 | 10,224 | 5,617 | 4,008 | 4,537 | 5,468 | 1,093 | 9,755 |
| | Dependents . | ... | ... | ... | 5,169 | 4,428 | 6,812 | 4,529 | 2,998 | 2,075 | 2,016 | 2,859 | 1,070 | 2,668 |
| | Gratuitously relieved. | ... | ... | 18 | 23 | 4 | 4 | 38 | 104 | 68 | 200 | 193 | 167 | 67 |
| | Total daily average . | 7,382 | 14,275 | 18,018 | 20,269 | 18,016 | 24,698 | 14,791 | 8,617 | 6,141 | 6,753 | 8,539 | 2,330 | 12,465 |
| | Total units . | 221,400 | 442,525 | 558,558 | 507,532 | 558,492 | 740,640 | 459,521 | 258,510 | 193,371 | 209,343 | 258,140 | 72,230 | ... |
| Poona. | Relief workers | 20,664 | 40,250 | 53,333 | 41,786 | 33,223 | 38,328 | 44,789 | 39,989 | 30,343 | 23,517 | 24,406 | 15,583 | 33,932 |
| | Dependents . | ... | ... | ... | 17,105 | 12,116 | 13,664 | 17,501 | 15,170 | 11,196 | 9,608 | 8,983 | 5,696 | 9,283 |
| | Gratuitously relieved. | ... | ... | 1,694 | 1,766 | 2,290 | 4,301 | 7,601 | 12,729 | 12,420 | 21,650 | 24,474 | 8,209 | 8,086 |
| | Total daily average . | 20,664 | 40,250 | 55,027 | 60,657 | 47,623 | 54,293 | 69,791 | 67,868 | 53,959 | 57,775 | 57,963 | 29,488 | 61,271 |
| | Total units . | 619,620 | 1,247,750 | 1,705,837 | 1,698,398 | 1,476,468 | 1,628,790 | 2,163,521 | 2,036,040 | 1,672,729 | 1,791,025 | 1,735,890 | 914,128 | ... |
| Satara. | Relief workers | 4,371 | 16,074 | 18,928 | 23,906 | 26,778 | 32,638 | 44,295 | 48,531 | 29,438 | 20,041 | 17,095 | 9,831 | 24,327 |
| | Dependents . | ... | ... | ... | 6,210 | 7,483 | 11,444 | 16,127 | 15,216 | 10,083 | 5,496 | 2,554 | 1,172 | 6,313 |
| | Gratuitously relieved. | ... | ... | ... | 24 | 197 | 645 | 1,833 | 3,768 | 3,051 | 5,345 | 10,342 | 7,113 | 2,693 |
| | Total daily average . | 4,371 | 16,074 | 18,928 | 30,140 | 34,458 | 44,725 | 62,255 | 67,515 | 42,572 | 30,852 | 29,991 | 18,116 | 33,333 |
| | Total units . | 131,130 | 498,294 | 586,768 | 643,920 | 1,068,198 | 1,341,750 | 1,929,905 | 2,025,460 | 1,319,732 | 956,412 | 899,730 | 661,596 | ... |
| Ahmednagar. | Relief workers | 29,555 | 36,285 | 26,555 | 13,661 | 17,752 | 25,788 | 29,341 | 31,762 | 28,647 | 28,443 | 27,989 | 2,119 | 24,816 |
| | Dependents . | ... | ... | ... | 3,013 | 3,422 | 9,709 | 11,381 | 13,639 | 13,694 | 12,475 | 11,364 | 7,746 | 7,203 |
| | Gratuitously relieved. | ... | ... | 944 | 889 | 1,118 | 1,711 | 3,612 | 5,539 | 3,218 | 2,967 | 3,429 | 4,546 | 2,333 |
| | Total daily average . | 29,555 | 36,285 | 27,499 | 17,563 | 22,292 | 37,208 | 44,234 | 50,940 | 45,549 | 43,885 | 42,682 | 14,411 | 34,352 |
| | Total units . | 686,650 | 1,124,835 | 852,469 | 491,764 | 691,052 | 1,116,240 | 1,371,254 | 1,528,200 | 1,412,019 | 1,360,435 | 1,280,440 | 446,741 | ... |
| Sholapur. | Relief workers | 47,821 | 86,539 | 94,599 | 50,231 | 46,775 | 48,925 | 61,348 | 52,172 | 29,927 | 16,560 | 13,797 | 10,101 | 46,606 |
| | Dependents . | ... | ... | ... | 6,379 | 11,556 | 14,563 | 19,613 | 19,578 | 9,182 | 4,465 | 4,221 | 3,525 | 7,750 |
| | Gratuitously relieved. | ... | ... | 1,018 | 1,429 | 813 | 2,194 | 6,501 | 16,068 | 10,436 | 9,226 | 17,590 | 14,347 | 6,695 |
| | Total daily average . | 47,821 | 86,539 | 95,617 | 58,039 | 59,144 | 65,682 | 87,362 | 87,818 | 49,545 | 30,271 | 35,608 | 27,973 | 60,951 |
| | Total units . | 1,434,630 | 2,682,709 | 2,964,127 | 1,625,062 | 1,833,464 | 1,970,460 | 2,708,222 | 2,634,540 | 1,635,895 | 939,401 | 1,068,240 | 887,163 | ... |
| Bijapur. | Relief workers | 3,420 | 16,608 | 45,113 | 36,738 | 28,615 | 43,355 | 72,401 | 78,976 | 84,731 | 119,747 | 52,519 | 10,123 | 40,362 |
| | Dependents . | ... | ... | ... | 2,011 | 2,789 | 6,879 | 17,745 | 22,147 | 22,296 | 32,105 | 19,571 | 2,453 | 10,167 |
| | Gratuitously relieved. | ... | ... | 188 | 201 | 392 | 1,030 | 2,994 | 10,099 | 13,655 | 13,202 | 18,772 | 14,949 | 6,340 |
| | Total daily average . | 3,420 | 16,608 | 45,301 | 38,950 | 31,793 | 51,264 | 83,140 | 111,822 | 120,683 | 165,054 | 84,862 | 27,525 | 65,509 |
| | Total units . | 100,600 | 514,848 | 1,404,331 | 1,080,600 | 985,676 | 1,537,920 | 2,887,340 | 3,354,060 | 3,741,173 | 5,116,674 | 2,545,860 | 553,275 | ... |

APPENDIX VIII.

Mortality Statistics for the 12 months ending October 1897.

(As worked out from figures given in Government Resolution No. 2010, dated 20th December 1897.)

Mr. J. W.
P. Muir.
Mackenzie.3rd Mar.
1898.

| DISTRICT. | Annual average of five years. | For 12 months from November 1896 to October 1897. | Percentage increase over average. |
|----------------------|----------------------------------|--|---|
| Khandesh | 49,856 | 61,048 | +24 |
| Nasik | 30,024 | 46,019 | +53 |
| Poona | 33,072 | 55,412 | +67 |
| Satara | 38,472 | 61,894 | +61 |
| Ahmednagar | 32,203 | 38,293 | +18 |
| Sholapur | 24,708 | 33,863 | +37 |
| Bijapur | 21,732 | 35,851 | +62 |
| Balgaum | 28,488 | 41,028 | +44 |
| Dharwar | 31,932 | 37,797 | +18 |
| TOTAL | 289,992 | 410,700 | 41.6 |

APPENDIX IX.

Statement showing Land Revenue Collections, Remissions and Suspensions for 1896-97 and 1895-96.

| DISTRICT. | 1896-97. | | | | | 1895-96. | | | | |
|------------------------|------------------|-----------------------|--|------------------|-------------------|------------------|--------------|---|---|-------------------------|
| | Total demand. | COLLECTIONS. | | Remis- sions. | Susten- sions. | Total demand. | Collections. | REMISSIONS. | | Outstanding balance. |
| | | Already collected. | Ordered to be collected at once. | | | | | Introduc- tion of Revision Survey— lands taken up for special pur- poses. | Failure of crops and other causes. | |
| | ₹ | ₹ | ₹ | ₹ | ₹ | ₹ | ₹ | ₹ | | |
| Khandesh | 40,43,687 | 38,82,457 96 01 | 13,200 0 33 | 14,632 0 26 | 1,38,483 3 30 | 40,35,467 | 40,10,069 | 16,791 | 318 | 8,299 |
| Nasik | 15,68,709 | 14,88,744 95 64 | 87,925 4 38 | ..... | ..... | 15,54,312 | 15,51,218 | 388 | 726 | 1,980 |
| Ahmednagar | 16,39,689 | 15,31,348 93 40 | 8,839 0 42 | 67 | 1,01,408 6 18 | 16,69,087 | 16,37,976 | 31,009 | ..... | 102 |
| Sholapur | 13,29,688 | 12,01,650 90 37 | 31,598 2 38 | 86 | 98,366 7 25 | 13,68,903 | 13,49,938 | 7,346 | 793 | 818 |
| Poona | 11,05,916 | 9,11,233 82 39 | 69,903 6 32 | 619 | 1,24,283 11 21 | 11,29,780 | 11,19,322 | 8,903 | 686 | 869 |
| Satara | 20,11,472 | 19,35,689 96 23 | 40,263 2 00 | ..... | 36,669 1 77 | 18,60,627 | 18,02,868 | 43,940 | 56 | 3,673 |
| TOTAL | 1,16,87,130 | 1,09,51,129 93 70 | 2,29,715 1 97 | 15,204 0 13 | 4,91,082 4 20 | 1,16,97,976 | 1,14,71,371 | 1,08,977 | 2,489 | 15,739 |
| Belgaum | 15,68,368 | 15,65,704 99 96 | 664 0 04 | ..... | ..... | 15,55,356 | 15,54,793 | 6 | 1 | 556 |
| Bijapur | 14,17,915 | 10,96,813 77 35 | 39,080 2 76 | 4 | 2,82,018 19 9 | 14,20,476 | 14,20,370 | ..... | 27 | 79 |
| Dharwar | 25,21,045 | 25,14,388 99 74 | (1)874 0 03 | ..... | 5,783 0 23 | 25,59,465 | 25,59,866 | ..... | 24 | 576 |
| TOTAL | 55,06,328 | 51,78,905 94 03 | 40,618 0 74 | 4 | 2,87,801 5 23 | 55,35,297 | 55,34,029 | 6 | 52 | 1,210 |
| Thana | 11,59,424 | 11,16,685 | 3,502 | 227 | 69,010 | 11,55,548 | 11,54,662 | 36 | 103 | 727 |
| Kolaba | 12,86,560 | 12,83,815 | 2,042 | ..... | 693 | 13,29,909 | 12,42,836 | 86,968 | 563 | 149 |
| Ratanagiri | 8,76,945 | 8,49,596 | 1,033 | 5,850 | (2)20,286 | 9,15,773 | 8,52,693 | 42,814 | 286 | 19,990 |
| Kanara | 10,11,746 | 9,62,462 | ..... | 870 | (5)48,394 | 10,10,915 | 10,10,134 | ..... | 748 | 33 |
| TOTAL | 43,44,565 | 41,92,578 | 6,577 | 7,047 | 1,38,363 | 44,12,145 | 42,80,945 | 1,29,218 | 1,702 | 20,860 |
| Ahmedabad | 15,41,815 | 15,21,318 | (3) 1,973 | (3) 18,624 | ..... | 16,71,747 | 16,47,959 | 1,497 | 3,871 | 18,730 |
| Kaira | 21,35,582 | 21,30,777 | 336 | 4,469 | ..... | 21,27,979 | 21,22,834 | 466 | 4,384 | 265 |
| Panch Mahals | 3,26,986 | 3,28,122 | 153 | (4)711 | ..... | 3,33,643 | 3,31,426 | 314 | 1,896 | 8 |
| Broach | 23,09,969 | 22,60,908 | 1,969 | 453 | 46,739 | 23,03,856 | 22,58,349 | 447 | 11,485 | 33,576 |
| Surat | 23,57,047 | 23,54,435 | ..... | 2,612 | ..... | 23,55,083 | 23,51,528 | 172 | 1,952 | 1,433 |
| TOTAL | 86,70,399 | 85,93,460 | 4,431 | 26,769 | 46,739 | 87,92,306 | 87,12,092 | 2,926 | 23,288 | 54,206 |

(1) Of this ₹645 outstanding from unaffected talukas include sums to be adjusted and sums recovered.

(2) Of this ₹19,897 to be recovered from khots at time of passing kabulyats.

(3) Of the outstanding balance ₹12,921, ₹10,948 are to be written off and included in remissions and the rest shown as to be recovered at once.

(4) Rupees 200 for lands taken up for Railway, ₹167 irrecoverable as raysa desamped or died, ₹248 erroneously recovered and therefore written off, and rest remitted on account of non-cultivation, etc.

(5) Balance outstanding.

Box.

APPENDIX X.

Mr. J. W.
P. Muir-
Mackenzie.
3rd Mar.
1898.

Advances to Cultivators under the Loans Acts for each of the Districts during 1896-97 and 1895-96.

| DISTRICT. | 1896-97. | | | 1895-96. | | |
|-------------------------------|--|---|-----------|--|---|-----------|
| | Under the Land Im- provement Loans Act, XIX of 1883. | Under the Agricultur- ists' Loans Act, XII of 1884. | Total. | Under the Land Im- provement Loans Act, XIX of 1883. | Under the Agricultur- ists' Loans Act, XII of 1884. | TOTAL. |
| | R | R | R | R | R | R |
| <i>Deccan.</i> | | | | | | |
| Khandesh | 1,42,195 | 66,341 | 2,08,536 | 23,000 | 9,321 | 32,321 |
| Nasik | 1,39,755 | 33,848 | 1,73,603 | 36,452 | 5,977 | 42,429 |
| Ahmednagar | 6,56,176 | 1,27,953 | 7,84,129 | 25,410 | 2,405 | 27,815 |
| Poona | 3,72,903 | 1,02,464 | 4,75,367 | 34,635 | 170 | 34,805 |
| Sholapur | 3,67,050 | 1,37,485 | 5,04,535 | 24,875 | 1,475 | 26,350 |
| Satara | 3,51,393 | 61,077 | 4,12,470 | 37,570 | 550 | 38,120 |
| Total | 20,29,472 | 5,29,168 | 25,58,640 | 1,81,942 | 19,898 | 2,01,840 |
| <i>Karnatak.</i> | | | | | | |
| Belgaum | 4,03,750 | 18,464 | 4,22,214 | 1,66,525 | 575 | 1,67,100 |
| Bijapur | 9,18,625 | 2,11,057 | 11,29,682 | 97,020 | ... | 97,020 |
| Dharwar | 2,66,880 | 53,691 | 3,20,521 | 1,67,175 | 2,780 | 1,69,955 |
| Total | 15,89,205 | 2,83,212 | 18,72,417 | 4,30,720 | 3,355 | 4,34,075 |
| <i>Konkan.</i> | | | | | | |
| Thana | 5,075 | 1,090 | 6,165 | 5,250 | 1,090 | 6,340 |
| Kolaba | 51,870 | 9,740 | 61,610 | 16,410 | 16,805 | 33,215 |
| Ratnagiri | 16,015 | 20,734 | 36,749 | 7,955 | 3,295 | 11,250 |
| Kanara | ... | 350 | 350 | 13,125 | 1,225 | 14,350 |
| Total | 72,960 | 31,914 | 1,04,874 | 42,740 | 22,415 | 65,155 |
| <i>Gujarat.</i> | | | | | | |
| Ahmedabad | 3,705 | 2,775 | 6,480 | 12,735 | 7,230 | 19,965 |
| Kaira | 7,500 | 4,788 | 12,348 | 1,520 | 19,503 | 21,023 |
| Panch Mahals | 550 | 4,775 | 5,325 | 350 | 8,494 | 8,844 |
| Broach | 555 | 9,396 | 9,951 | 2,235 | 46,255 | 48,490 |
| Surat | 15,165 | 7,688 | 22,848 | 25,585 | 27,980 | 53,565 |
| Total | 27,535 | 29,417 | 56,952 | 42,425 | 1,09,462 | 1,51,887 |
| <i>Sind.</i> | | | | | | |
| Karachi | 23,785 | 64,395 | 88,180 | 19,750 | 53,095 | 72,845 |
| Hyderabad | 23,540 | 5,615 | 29,155 | 45,830 | 19,545 | 65,375 |
| Shikarpur | 47,305 | 11,545 | 58,850 | 47,539 | 15,052 | 62,591 |
| Thar and Parkar | 13,450 | 8,770 | 17,220 | 13,140 | 980 | 14,120 |
| Upper Sind Frontier | 7,370 | 1,050 | 8,420 | 9,790 | 8,885 | 18,675 |
| Total | 1,15,450 | 86,375 | 2,01,825 | 1,36,049 | 97,557 | 2,33,606 |
| GRAND TOTAL | 38,34,622 | 9,60,086 | 47,94,708 | 8,33,876 | 2,52,687 | 10,86,563 |

APPENDIX XI.

Total Advances to Cultivators under the Loans Act from 1876-77 to 1896-97.

*Mr. J. W.
P. Muir-
Mackenzie.*

*3rd Mar.
1898.*

| YEAR. | Land Improve- ment Loans Act, XIX of 1883. | Agriculturists' Loans Act, XII of 1884. | TOTAL. |
|-------------------|--|---|---------------|
| 1876-77 | R 1,54,499 | R 94,109 | R 2,48,608 |
| 1877-78 | 14,957 | 2,79,494 | 2,94,451 |
| 1878-79 | 8,393 | 81,030 | 89,423 |
| 1879-80 | 8,891 | 77,429 | 86,320 |
| 1880-81 | 4,313 | 35,253 | 39,465 |
| 1881-82 | 15,645 | 55,602 | 71,247 |
| 1882-83 | 6,120* | 28,028* | 75,771 |
| 1883-84 | 8,980 | 71,573 | 80,553 |
| 1884-85 | 30,665 | 42,264 | 72,929 |
| 1885-86 | 29,317 | 41,798 | 71,115 |
| 1886-87 | 67,031 | 23,045 | 90,076 |
| 1887-88 | 31,760 | 9,215 | 40,975 |
| 1888-89 | 53,290 | 31,125 | 83,414 |
| 1889-90 | 76,390 | 47,843 | 1,24,233 |
| 1890-91 | 1,75,500 | 70,591 | 2,46,091 |
| 1891-92 | 9,87,891 | 3,19,387 | 12,07,778 |
| 1892-93 | 3,19,177 | 1,68,116 | 4,87,293 |
| 1893-94 | 4,96,398 | 1,12,910 | 6,09,308 |
| 1894-95 | 7,60,453 | 1,57,639 | 9,18,127 |
| 1895-96 | 8,31,435 | 2,58,574 | 10,90,009 |
| 1896-97 | 28,24,622 | 9,60,086 | 47,94,708 |

* For 1882-83 the details under the two different Acts are not available for Sind. The total for that year includes figures for Sind.

APPENDIX XII.

Relief Workers classified according to Castes and Occupation for May 1897.

Mr. J. W.
P. Muir-
Mackenzie.

3rd Mar.
1898.

| No. | CASTE. | Total number of workers. | Percentage on total number of workers. | Total population of each caste. | Percentage of workers on total population of each caste. | PERCENTAGE INCREASE OR DECREASE OVER RATIOS OF WORKERS IN FEBRUARY TO | | REMARKS. |
|-----|-----------------------------|--------------------------|--|---------------------------------|--|---|--------------------------------------|----------|
| | | | | | | Total workers, column 3. | Total population of caste, column 5. | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| | KHANDESH. | | | | | | | |
| | <i>Cultivating Classes.</i> | | | | | | | |
| | Kunbia | 3,201 | 17.7 | 385,818 | 0.8 | +0.7 | ... | |
| | Kolis | 546 | 8.0 | 57,764 | 0.9 | -10.5 | -3.7 | |
| | Vanjaris | 467 | 2.6 | 34,012 | 1.4 | -1.8 | -1.2 | |
| | Total | 4,214 | 23.3 | 477,594 | 0.9 | -8.4 | -0.5 | |
| | <i>Labouring Classes.</i> | | | | | | | |
| | Mahars | 7,956 | 43.8 | 100,036 | 7.9 | +10.7 | +1.4 | |
| | Bhils | 2,453 | 13.5 | 244,757 | 1.0 | +5.8 | +0.4 | |
| | Mangs | 557 | 8.1 | 12,065 | 4.6 | +1.1 | +1.4 | |
| | Total | 10,966 | 60.4 | 356,858 | 8.1 | +17.6 | +0.3 | |
| | Musalman | 445 | 2.5 | 112,049 | 0.4 | -0.6 | -0.2 | |
| | Others | 2,508 | 13.8 | 387,738 | 0.6 | -5.4 | -0.3 | |
| | GRAND TOTAL | 18,133 | 100.0 | 1,334,239 | 1.4 | ... | -0.1 | |
| | NASIK. | | | | | | | |
| | <i>Cultivating Classes.</i> | | | | | | | |
| | Kunbis | 2,193 | 10.9 | 285,473 | 0.7 | +3.2 | ... | |
| | Kolis | 1,801 | 9.0 | 87,632 | 2.0 | +2.6 | +0.2 | |
| | Vanjaris | 913 | 4.6 | 31,266 | 2.9 | +0.7 | -0.1 | |
| | Total | 4,907 | 24.5 | 404,371 | 1.2 | +6.5 | +0.1 | |
| | <i>Labouring Classes.</i> | | | | | | | |
| | Mahars | 11,707 | 58.7 | 72,316 | 16.2 | -9.0 | -6.6 | |
| | Bhils | 1,440 | 7.2 | 63,153 | 2.3 | +2.7 | +0.6 | |
| | Mangs | 383 | 1.9 | 6,833 | 5.6 | +0.4 | +0.4 | |
| | Kathodis | 48 | 0.2 | 1,634 | 2.9 | -0.7 | -9.8 | |
| | Ramoshis | 41 | 0.2 | 955 | 4.3 | -0.4 | -11.9 | |
| | Total | 13,619 | 68.2 | 144,891 | 9.4 | -7.0 | -3.2 | |
| | Musalman | 841 | 4.2 | 42,059 | 1.9 | +0.2 | -0.4 | |
| | Others | 591 | 3.1 | 186,121 | 0.3 | +0.3 | ... | |
| | GRAND TOTAL | 19,958 | 100.0 | 777,442 | 2.6 | ... | -0.6 | |
| | POONA. | | | | | | | |
| | <i>Cultivating Classes.</i> | | | | | | | |
| | Kunbis | 7,985 | 37.2 | 463,927 | 1.7 | +4.4 | +0.5 | |
| | Kolis | 2,536 | 11.8 | 51,182 | 5.0 | +9.5 | +4.3 | |
| | Malis | 197 | 0.9 | 64,295 | 0.3 | +0.2 | +0.1 | |
| | Dhangars | 254 | 1.2 | 45,722 | 0.5 | -0.3 | ... | |
| | Total | 10,972 | 51.1 | 625,126 | 1.8 | +13.8 | +0.9 | |

MINUTES OF EVIDENCE.
APPENDIX XII—continued.

213

Mr. J. W.
P. Muir-
Macdonald.
3rd Mar.
1898.

| No. | CASTE. | Total number of workers. | Percentage on total number of workers. | Total population of each caste. | Percentage of workers on total population of each caste. | PERCENTAGE INCREASE OR DECREASE OVER RATIOS OF WORKERS IN FEBRUARY TO | | REMARKS. |
|-----|------------------------------|-----------------------------------|---|--|---|--|---|----------|
| | | | | | | Total workers, column 3. | Total population of caste, column 5. | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| | POONA—(contd.) | | | | | | | |
| | <i>Labouring Classes.</i> | | | | | | | |
| | Mahars and Holars | 7,645 | 35.6 | 88,696 | 8.6 | -11.3 | ... | |
| | Mangs | 715 | 3.3 | 19,081 | 3.7 | -0.4 | +0.5 | |
| | Ramochis | 574 | 2.7 | 20,081 | 2.7 | -2.0 | -1.1 | |
| | Total | 8,934 | 41.6 | 127,858 | 7.0 | -13.6 | ... | |
| | Muslimans | 448 | 2.1 | 51,200 | 0.9 | +0.3 | +0.3 | |
| | Others | 1,120 | 5.2 | 206,474 | 0.5 | -0.5 | ... | |
| | GRAND TOTAL | 21,474 | 100.0 | 1,010,658 | 2.1 | ... | +0.5 | |
| | SATARA. | | | | | | | |
| | <i>Cultivating Classes.</i> | | | | | | | |
| | Kunbis | 2,546 | 21.9 | 689,040 | 0.4 | -3.7 | -0.6 | |
| | Kolis | 8 | ... | 5,273 | 0.1 | ... | ... | |
| | Dhangars | 47 | 0.4 | 47,813 | 0.1 | ... | ... | |
| | Total | 2,601 | 23.3 | 722,131 | 0.4 | -1.7 | -0.5 | |
| | <i>Labouring Classes.</i> | | | | | | | |
| | Mahars | 7,175 | 61.9 | 104,292 | 6.9 | +3.0 | -7.3 | |
| | Mangs | 798 | 6.9 | 26,826 | 2.9 | -1.1 | -4.8 | |
| | Ramochis | 184 | 1.6 | 20,739 | 0.9 | -0.1 | -1.2 | |
| | Total | 8,157 | 70.4 | 151,907 | 5.4 | +1.8 | -6.3 | |
| | Muslimans | 327 | 2.8 | 43,256 | 0.7 | +0.9 | -0.5 | |
| | Others | 504 | 5.5 | 308,695 | 0.1 | -0.4 | -0.2 | |
| | GRAND TOTAL | 11,589 | 100.0 | 1,225,969 | 0.9 | ... | -1.2 | |
| | AHMEDNAGAR. | | | | | | | |
| | <i>Cultivating Classes.</i> | | | | | | | |
| | Kunbis | 9,488 | 24.4 | 348,289 | 2.7 | +2.7 | -0.3 | |
| | Kolis | 598 | 1.5 | 31,366 | 1.9 | -10.4 | -19.6 | |
| | Vanjaris | 2,069 | 5.3 | 37,146 | 5.6 | +2.0 | +0.6 | |
| | Malis | 353 | 0.9 | 39,472 | 0.9 | ... | -0.4 | |
| | Dhangars | 1,953 | 5.0 | 47,481 | 4.1 | +0.2 | -1.8 | |
| | Total | 14,460 | 37.1 | 503,604 | 2.8 | -5.5 | -2.0 | |
| | <i>Labouring Classes.</i> | | | | | | | |
| | Mahars | 15,681 | 40.2 | 81,996 | 19.1 | +3.0 | -6.7 | |
| | Mangs | 8,800 | 9.8 | 25,600 | 14.8 | +1.6 | -3.3 | |
| | Shilis | 1,328 | 3.4 | 15,696 | 8.6 | -0.3 | -4.7 | |
| | Ramochis | 318 | 0.8 | 4,600 | 6.9 | -0.4 | -7.9 | |
| | Total | 21,127 | 54.3 | 127,892 | 16.5 | +3.9 | -5.3 | |

APPENDIX XII—concluded.

Mr. J. W.
H. Muir-
Mackenzie,
3rd Mar.
1898.

| No. | CASTE. | Total number of workers. | Percentage on total number of workers. | Total population of each caste. | Percentage of workers on total population of each caste. | PERCENTAGE INCREASE OR DECREASE OVER RATIOS OF WORKERS IN FEBRUARY TO | | REMARKS. |
|-----|------------------------------|-----------------------------------|---|--|---|--|---|----------|
| | | | | | | Total workers, column 3. | Total population of caste, column 5. | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| | AHMEDNAGAR—continued. | | | | | | | |
| | Musalmanas | 1,204 | 3.1 | 47,071 | 2.5 | —0.1 | —1.3 | |
| | Others | 2,114 | 5.5 | 185,441 | 1.1 | +1.7 | ... | |
| | GRAND TOTAL | 38,905 | 100.0 | 864,008 | 4.5 | ... | —2.0 | |
| | SHOLAPUR. | | | | | | | |
| | <i>Cultivating Classes.</i> | | | | | | | |
| | Kunbis | 27,823 | 32.1 | 229,095 | 12.1 | +4.1 | +3.2 | |
| | Malis | 1,587 | 1.8 | 28,793 | 5.5 | —0.5 | —0.2 | |
| | Dhangars | 7,347 | 8.5 | 81,379 | 9.0 | —0.5 | +1.0 | |
| | Total | 36,757 | 42.4 | 339,267 | 10.8 | +3.1 | +2.5 | |
| | <i>Labouring Classes.</i> | | | | | | | |
| | Mahars and Holars | 26,227 | 30.3 | 69,533 | 37.7 | +0.8 | +6.9 | |
| | Mangs | 10,078 | 11.7 | 28,687 | 35.9 | +0.5 | +7.0 | |
| | Ramoshis | 1,416 | 1.7 | 4,689 | 30.2 | —0.1 | +2.7 | |
| | Total | 37,721 | 43.7 | 102,309 | 36.9 | +1.2 | +6.8 | |
| | Musalmanas | 2,830 | 3.2 | 53,916 | 5.2 | —0.6 | ... | |
| | Others | 9,296 | 10.7 | 214,427 | 4.3 | —3.7 | —0.5 | |
| | GRAND TOTAL | 86,604 | 100.0 | 709,919 | 12.2 | ... | +2.0 | |
| | BIJAPUR. | | | | | | | |
| | <i>Cultivating Classes.</i> | | | | | | | |
| | Lingayats | 9,517 | 21.1 | 155,143 | 6.1 | —2.9 | —3.1 | |
| | Kunbis | 887 | 2.0 | 22,780 | 3.8 | —0.6 | —3.1 | |
| | Kshatriyas & Rajputs | 455 | 1.0 | 18,365 | 2.5 | —2.0 | —7.1 | |
| | Dhangars | 7,823 | 17.3 | 112,582 | 6.9 | —0.8 | —2.7 | |
| | Kabligars | 1,894 | 4.2 | 32,750 | 5.8 | —0.3 | —2.4 | |
| | Total | 20,576 | 45.6 | 341,620 | 6.0 | —6.6 | —3.1 | |
| | <i>Labouring Classes.</i> | | | | | | | |
| | Mahars | 5,767 | 12.8 | 31,632 | 18.2 | +1.3 | —3.6 | |
| | Mangs | 3,114 | 6.9 | 34,719 | 8.9 | +1.3 | —0.8 | |
| | Bera and Ramoshis | 3,494 | 7.7 | 27,249 | 12.8 | +1.8 | —0.1 | |
| | Total | 12,375 | 27.4 | 93,600 | 13.2 | +4.4 | —1.5 | |
| | Musalmanas | 6,695 | 14.8 | 88,522 | 7.6 | +0.8 | —1.9 | |
| | Others | 5,508 | 12.2 | 223,993 | 2.4 | +1.4 | —0.5 | |
| | GRAND TOTAL | 45,154 | 100.0 | 747,725 | 6.0 | ... | —2.0 | |

APPENDIX XIII.

*Maximum number of persons gratuitously relieved and their percentages on the affected population.**Mr. J. W.
P. Muir-
Mackenzie.**3rd Mar.
1898.*

| DISTRICT. | Total population. | Affected population. | Maximum average number of persons gratuitously relieved. | Percentage on affected population. | Month in which the maximum reached. |
|----------------------|-------------------|----------------------|--|------------------------------------|-------------------------------------|
| Khandesh | 1,460,851 | 1,460,851 | 547 | 0.04 | September. |
| Nasik | 843,582 | 843,582 | 1,692 | 0.20 | August. |
| Poona | 1,067,800 | 1,067,800 | 23,939 | 2.24 | October. |
| Satara | 1,225,989 | 1,225,989 | 5,378 | 0.43 | September. |
| Ahmednagar | 888,755 | 888,755 | 22,994 | 2.58 | Do. |
| Sholapur | 750,689 | 750,689 | 15,621 | 2.08 | Do. |
| Bijapur | 796,339 | 796,339 | 16,763 | 2.10 | Do. |
| Belgaum | 1,013,261 | 506,630 | 1,049 | 0.21 | Do. |
| Dharwar | 1,051,314 | 350,438 | 1,025 | 0.29 | Do. |
| TOTAL | 9,098,580 | 7,891,073 | 89,068 | 1.13 | |

APPENDIX XIV.

Population of affected districts during 1872, 1881, 1891 and 1896.

| No | DISTRICT. | 1872. | 1881. | 1891. | Annual rate of increase between 1881 and 1891. | Estimated population, 1896. |
|----|----------------------|-----------|----------------------|----------------------|--|-----------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | | | | | Per cent. | |
| 1 | Khandesh | 1,044,821 | 1,252,016 + 20.11 | 1,460,851 + 16.68 | + 1.66 | 1,606,936 |
| 2 | Nasik | 737,755 | 781,206 + 5.88 | 843,582 + 7.98 | + 0.79 | 883,652 |
| 3 | Ahmednagar | 777,130 | 750,021 - 3.48 | 888,755 + 15.50 | + 1.85 | 987,406 |
| 4 | Poona | 922,560 | 901,828 - 2.25 | 1,067,800 + 18.40 | + 1.84 | 1,185,258 |
| 5 | Sholapur | 720,299 | 583,411 - 19.02 | 750,689 + 28.67 | + 2.86 | 878,306 |
| 6 | Satara | 1,062,121 | 1,062,350 + 0.02 | 1,225,989 + 15.40 | + 1.54 | 1,335,323 |
| 7 | Belgaum | 946,893 | 865,922 - 8.56 | 1,013,261 + 17.02 | + 1.70 | 1,114,587 |
| 8 | Bijapur | 815,317 | 626,889 - 21.77 | 796,339 + 27.03 | + 2.70 | 923,753 |
| 9 | Dharwar | 989,703 | 893,587 - 10.78 | 1,051,314 + 17.65 | + 1.76 | 1,161,701 |

NOTE.—The figures in italics in columns 4 and 5 show percentage of increase. Column 7 shows the population for 1891 + estimated increase for 6 years at the percentage rate given in column 6.

Mr. J. W.
P. Muir-
Mackenzie.
3rd Mar.
1898.

APPENDIX XV.

Statement showing total area under food and non-food crops for the 12 years from 1886-86 to 1896-97, in the Bombay Presidency (excluding Sind).

(Area in acres, 000s omitted.)

| Crops. | 1886-86. | 1886-87. | 1887-88. | 1888-89. | 1889-90. | 1890-91. | 1891-92. | 1892-93. | 1893-94. | 1894-95. | 1895-96. | 1896-97. | Average of 12 years 1886-86 to 1896-97 (1 to 1896-97) |
|---------------------------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|---|
| | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. |
| Jowari | 7,987 | 6,533 | 7,121 | 8,510 | 7,696 | 8,323 | 8,325 | 7,123 | 7,411 | 7,193 | 7,130 | 5,430 | 7,436 |
| Bajri | 4,500 | 4,904 | 4,638 | 3,945 | 4,950 | 4,440 | 4,637 | 5,451 | 4,065 | 4,468 | 4,307 | 3,918 | 4,887 |
| Paddy | 1,538 | 1,500 | 1,725 | 1,605 | 1,500 | 1,545 | 1,554 | 1,623 | 1,721 | 1,763 | 1,714 | 1,604 | 1,633 |
| Wheat | 2,087 | 1,867 | 2,300 | 2,078 | 1,924 | 1,913 | 1,738 | 1,918 | 1,906 | 2,041 | 1,796 | 1,683 | 1,869 |
| Others | 1,613 | 1,690 | 2,002 | 2,012 | 1,605 | 1,604 | 1,633 | 1,666 | 1,787 | 1,712 | 1,683 | 1,639 | 1,721 |
| Total, Cereals | 17,665 | 16,933 | 17,694 | 18,050 | 17,644 | 17,963 | 18,077 | 17,802 | 16,910 | 17,169 | 16,996 | 15,696 | 17,191 |
| Tur | 477 | 638 | 547 | 505 | 601 | 524 | 451 | 808 | 599 | 606 | 654 | 446 | 598 |
| Gram | 692 | 712 | 792 | 731 | 691 | 704 | 617 | 763 | 820 | 834 | 738 | 484 | 711 |
| there | 1,069 | 1,305 | 1,334 | 1,035 | 1,163 | 1,098 | 1,109 | 1,631 | 1,401 | 1,633 | 1,867 | 1,248 | 1,277 |
| Total, Pulses | 2,238 | 2,645 | 2,663 | 2,274 | 2,444 | 2,396 | 2,177 | 3,201 | 2,790 | 2,973 | 2,969 | 2,190 | 2,587 |
| Tobacco | 79 | 86 | 80 | 60 | 70 | 96 | 76 | 68 | 90 | 93 | 93 | 73 | 79 |
| Sugarcane | 68 | 77 | 81 | 89 | 67 | 63 | 75 | 69 | 83 | 85 | 71 | 66 | 74 |
| Oil-seeds | 1,830 | 1,793 | 1,641 | 1,432 | 1,500 | 1,561 | 1,500 | 1,463 | 1,960 | 1,944 | 2,040 | 1,173 | 1,864 |
| Cotton | 2,147 | 2,940 | 2,816 | 2,665 | 2,816 | 2,083 | 2,821 | 2,702 | 2,075 | 2,700 | 2,723 | 2,415 | 2,708 |
| Food-crops, Total | 20,118 | 19,800 | 20,493 | 20,593 | 20,280 | 20,447 | 20,469 | 21,225 | 19,964 | 20,394 | 19,794 | 18,996 | 19,965 |
| Non-food-crops, Total | 4,364 | 5,000 | 4,810 | 4,472 | 4,679 | 5,011 | 4,365 | 4,590 | 5,483 | 4,993 | 5,308 | 3,916 | 4,737 |
| TOTAL, CROPS | 24,482 | 24,800 | 25,303 | 25,065 | 24,959 | 25,458 | 24,834 | 25,815 | 25,407 | 25,376 | 25,000 | 19,910 | 24,702 |

APPENDIX XVI.

Statement showing irrigated area in the Bombay Presidency (exclusive of Sind) during 10 years from 1886-87 to 1895-96.

(Figures in acres, 000s omitted.)

| YEAR. | Area irrigated from Canals. | Area irrigated from tanks, wells, etc. | Total area irrigated. |
|-------------------|-----------------------------|--|-----------------------|
| 1886-87 | 100 | 654 | 754 |
| 1887-88 | 108 | 668 | 776 |
| 1888-89 | 119 | 720 | 839 |
| 1889-90 | 118 | 685 | 798 |
| 1890-91 | 111 | 669 | 780 |
| 1891-92 | 121 | 659 | 780 |
| 1892-93 | 123 | 673 | 796 |
| 1893-94 | 140 | 699 | 839 |
| 1894-95 | 110 | 700 | 810 |
| 1895-96 | 99 | 708 | 802 |
| Average | 115 | 683 | 798 |

APPENDIX XVII.

Statement showing retail prices of jowar, bajra and wheat and wholesale price of wheat as ruling in Bombay City, together with the rate of exchange from 1876-77 to 1896-97.

Mr. J. W.
P. Muir-
Mackenzie.
3rd Mar.
1898.

| YEAR. | ANNUAL AVERAGE RETAIL PRICE OF | | | Annual average ex- change. | WHOLESALE PRICE OF WHEAT (No. 1 SOFT WHITE). | | EXCHANGE ON LONDON AT SIX MONTHS' SIGHT. | | |
|-------|--------------------------------|--------|--------|--------------------------------|--|------------|--|--|--|
| | Jowari. | Bajra. | Wheat. | | January. | July. | January. | July. | |
| | In seers per rupee. | | | | Per k handi. | | | | |
| | | | | d. | R a. p. | R a. p. | d. | d. | d. |
| 1876 | 18 67 | 15 19 | 11 64 | 20 ³ / ₈ | 29 0 0 | 27 4 0 | 21 ¹ / ₂ to 21 ¹ / ₂ | 19 ¹ / ₂ to 19 ¹ / ₂ | 19 ¹ / ₂ to 19 ¹ / ₂ |
| 1877 | 10 76 | 10 78 | 8 21 | 21 ¹ / ₂ | 32 0 0 | 35 0 0 | 22 ¹ / ₂ to " | 21 ¹ / ₂ to " | 21 ¹ / ₂ to " |
| 1878 | 10 25 | 9 7 | 6 59 | 20 ¹ / ₂ | 41 0 0 | 38 0 0 | 20 ¹ / ₂ to " | 20 ¹ / ₂ to " | 20 ¹ / ₂ to " |
| 1879 | 11 42 | 10 58 | 6 93 | 19 ¹ / ₂ | 40 0 0 | 37 8 0 | 19 ¹ / ₂ to " | 19 ¹ / ₂ to " | 19 ¹ / ₂ to " |
| 1880 | 16 67 | 13 72 | 8 93 | 20 ³ / ₈ | 39 12 0 | 31 8 0 | 20 ³ / ₈ to " | 20 ³ / ₈ to " | 20 ³ / ₈ to " |
| 1881 | 22 38 | 18 78 | 10 99 | 19 ³ / ₈ | 33 0 0 | 31 4 0 | 19 ³ / ₈ to 19 ¹ / ₂ | 19 ³ / ₈ to 19 ¹ / ₂ | 19 ³ / ₈ to 19 ¹ / ₂ |
| 1882 | 19 62 | 16 75 | 10 37 | 20 ¹ / ₂ | 33 8 0 | 32 12 0 | 20 to 20 ¹ / ₂ | 20 to 20 ¹ / ₂ | 20 to 20 ¹ / ₂ |
| 1883 | 18 7 | 15 85 | 10 29 | 19 ¹ / ₂ | 30 0 0 | 31 8 0 | 19 ¹ / ₂ to 19 ¹ / ₂ | 19 ¹ / ₂ to 19 ¹ / ₂ | 19 ¹ / ₂ to 19 ¹ / ₂ |
| 1884 | 17 41 | 14 73 | 11 22 | 19 ¹ / ₂ | 29 8 0 | 26 0 0 | 19 ¹ / ₂ to " | 19 ¹ / ₂ to " | 19 ¹ / ₂ to " |
| 1885 | 18 54 | 14 91 | 11 38 | 18 ¹ / ₂ | 25 8 0 | 25 4 0 | 19 ¹ / ₂ to " | 19 ¹ / ₂ to " | 19 ¹ / ₂ to " |
| 1886 | 17 94 | 15 07 | 10 38 | 17 ¹ / ₂ | 27 9 0 | 27 11 10 | 18 ¹ / ₂ to " | 18 ¹ / ₂ to " | 18 ¹ / ₂ to " |
| 1887 | 17 77 | 14 07 | 9 63 | 17 ¹ / ₂ | 36 12 0 | 29 9 0 | 18 ¹ / ₂ to " | 18 ¹ / ₂ to " | 18 ¹ / ₂ to " |
| 1888 | 16 07 | 13 38 | 9 6 | 16 ¹ / ₂ | 29 8 6 | 28 11 0 | 17 ¹ / ₂ to " | 17 ¹ / ₂ to " | 17 ¹ / ₂ to " |
| 1889 | 16 84 | 13 14 | 9 91 | 16 ¹ / ₂ | 32 14 6 | 29 15 3 | 16 ¹ / ₂ to " | 16 ¹ / ₂ to " | 16 ¹ / ₂ to " |
| 1890 | 17 38 | 14 12 | 10 49 | 18 ¹ / ₂ | 29 1 9 | 28 11 0 | 17 ¹ / ₂ to " | 17 ¹ / ₂ to " | 17 ¹ / ₂ to " |
| 1891 | 16 92 | 14 01 | 9 7 | 17 ¹ / ₂ | 30 2 7 | 31 13 7 | 18 ¹ / ₂ to " | 18 ¹ / ₂ to " | 18 ¹ / ₂ to " |
| 1892 | 13 78 | 12 68 | 8 43 | 15 ¹ / ₂ | 35 7 0 | 32 14 6 | 16 ¹ / ₂ to " | 16 ¹ / ₂ to " | 16 ¹ / ₂ to " |
| 1893 | 13 41 | 13 67 | 9 78 | 15 ¹ / ₂ | 32 11 1 | 28 2 7 | 14 ¹ / ₂ to " | 14 ¹ / ₂ to " | 14 ¹ / ₂ to " |
| 1894 | 13 5 | 14 02 | 10 95 | 13 ¹ / ₂ | 27 8 5 | 26 15 1 | 14 ¹ / ₂ to " | 14 ¹ / ₂ to " | 14 ¹ / ₂ to " |
| 1895 | 14 91 | 13 94 | 13 18 | 13 ¹ / ₂ | 28 4 3 | 27 13 6 | 12 ¹ / ₂ to " | 12 ¹ / ₂ to " | 12 ¹ / ₂ to " |
| 1896 | 14 74 | 12 64 | 11 84 | 14 ¹ / ₂ | 27 13 6 | 31 6 10 | 14 to " | 14 to " | 14 to " |
| 1897 | 14 2 | 12 1 | 11 5 | 15 ¹ / ₂ | 47 11 0 | (a) 52 8 4 | 15 ¹ / ₂ to " | 15 ¹ / ₂ to " | 15 ¹ / ₂ to " |

(a) Price in June.

APPENDIX XVIII.

Statement showing comparative prices of jowari at Bijapur, Dharwar and Cuddapah (Madras) during the three months, April—June 1897.

JOWARI.

(Prices in lbs. per rupee).

| MONTHS. | Bijapur. | Dharwar. | Cuddapah (Madras). | VARIATION IN LBS. AT BIJAPUR ON THE PRICE OF | | PERCENTAGE VARIATION AT BIJAPUR ON THE PRICE OF | |
|-----------------|------------------|------------------|--------------------|--|--------------------|---|--------------------|
| | | | | Dharwar. | Cuddapah (Madras). | Dharwar. | Cuddapah (Madras). |
| | lbs. | lbs. | lbs. | lbs. | lbs. | p. c. | p. c. |
| April | 22 $\frac{1}{2}$ | 24 $\frac{1}{2}$ | 27 | —2 | —4 $\frac{1}{2}$ | —8.2 | —16.7 |
| May | 20 $\frac{1}{2}$ | 21 $\frac{1}{2}$ | 26 $\frac{1}{2}$ | —3 $\frac{1}{2}$ | —5 $\frac{1}{2}$ | —13.5 | —20.4 |
| June | 18 $\frac{1}{2}$ | 23 $\frac{1}{2}$ | 26 $\frac{1}{2}$ | —5 $\frac{1}{2}$ | —8 $\frac{1}{2}$ | —23.1 | —32.4 |

Statement showing comparative prices of bajri at Poona, Karachi and Cuddapah (Madras) during the three months, April—June 1897.

BAJRI.

(Price in lbs. per rupee).

| MONTHS. | Poona. | Karachi. | Cuddapah (Madras). | VARIATION IN LBS. AT POONA ON THE PRICE OF | | PERCENTAGE VARIATION AT POONA ON THE PRICE OF | |
|-----------------|------------------|----------|--------------------|--|--------------------|---|--------------------|
| | | | | Karachi. | Cuddapah (Madras). | Karachi. | Cuddapah (Madras). |
| | lbs. | lbs. | lbs. | lbs. | lbs. | p. c. | p. c. |
| April | 15 | 19 | 26 $\frac{1}{2}$ | —4 | —11 $\frac{1}{2}$ | —21.1 | —43.2 |
| May | 16 $\frac{1}{2}$ | 19 | 26 | —2 $\frac{1}{2}$ | —9 $\frac{1}{2}$ | —15.1 | —38.0 |
| June | 16 $\frac{1}{2}$ | 19 | 25 $\frac{1}{2}$ | —2 $\frac{1}{2}$ | —9 $\frac{1}{2}$ | —15.1 | —36.0 |

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Mr. J. W.
P. Muir-
MacKenzie.

3rd Mar.
1898.

APPENDIX

Statement showing monthly Imports and Exports of Food-grains of the districts of the Bombay Presidency from March to October 1897.

(Gazette of India.)

| District. | IMPORTS. | | | | | | | | | | EXPORTS. | | | | | | | | | | Net import (+) or ex- port (-). |
|----------------------|----------|--------|------|-------|-------|---------|-----------------|----------|--------|--------|----------|------|-------|-------|---------|-----------------|----------|--------|--|--|---------------------------------------|
| | March. | April. | May. | June. | July. | August. | Septem- ber. | October. | Total. | March. | April. | May. | June. | July. | August. | Septem- ber. | October. | Total. | | | |
| (Figures in maunds.) | | | | | | | | | | | | | | | | | | | | | |
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*Figures incomplete.

APPENDIX A.

(Referred to in Answer 34).

Mr. J. W.
P. Muir-
MacKenzie.

Form A showing the amount of Land being prepared for Agricultural operations, the progress of sowing and character of the season. 3rd Mar. 1898.

Col.

Sample of entries to be made by

| | Village Officers. | Circle Inspectors. |
|---|-------------------|--------------------|
| 1 Name of village | Hadapsar. | Aanti Circle. |
| 2 Total occupied area of 1896-97 as per Village form No. 6 | 1,000 | 40,000 |
| 3 Of which relinquished up to 31st March 1897 | 50 | 1,700 |
| 4 Or unoccupied owing to owners missing or not expected to return | 20 | 800 |
| 5 Total of columns 3 and 4 | 70 | 2,000 |
| 6 Remainder expected to be occupied—Column 2—Column 5 | 930 | 38,000 |
| (Of which expected to be left for rabi) | 600 | 18,000 |

Dry Crop.

| | | |
|-------------------------------------|-----|-------|
| 7 Actually sown for kharif | Nil | 5,000 |
| 8 Prepared for sowing, but not sown | 300 | 7,000 |
| 9 Unprepared | 30 | 8,000 |

Irrigated Area.

| | | |
|--|------------------|---------------|
| 10 Area actually irrigated at date of report | 30 | 200 |
| 11 Crops irrigated | Kadval 20 | Kadval 50 |
| | Onions 5 | Vegetables 40 |
| | Sweet potatoes 5 | Sugarcane 25 |
| | | Maize 60 |
| | | Others 25 |

Reinfall.

| | | |
|--|---|--|
| 12 Days of week on which rain fell | Monday and Friday | In 20 villages of circle rain fell on two days of week, in 15 on three days. |
| 13 Character of rainfall on each day | Monday Friday. | |
| (1) Was it heavy or light and how far useful for sowing or water supply. | (1) Light. (1) Heavy. | First fall generally light, the others were heavy and timely and brought the nalas down and soaked the soil. |
| (2) How far did it last? | (2) One hour. (2) All night. | |
| (3) Was the soil soaked? | (3) No. (3) Six inches soaking. | |
| (4) Did the nalas come down? | (4) No. (4) Nalas and rivers come down. | |
| 14 General information concerning condition of the people, cattle and crops, supply of drinking water, diseases, variations in prices of food-grains and fodder, as required by Section 10, Famine Code. | | |

Correction Slip to Weekly Famine Form A.

In order to return information regarding progress of rabi sowing in Form A, the following additions and alterations should be carried out in the weekly returns due from the Kulkarnis from Wednesday the 1st September next:—

Column 6.—Instead of "of which expected to be left for rabi" insert "6 A. Of which ordinary current fallow."

Add after Column 9—

- 7A Actually sown for rabi.
8A Prepared but not sown.
9A Unprepared.

Explanatory note:—

Any areas which have been either sown or prepared for kharif and are either being sown or intended to be sown for rabi may be entered in column 7A or 8A. No deductions are on that account to be made from column 7 or 8. It will be understood that the excess of the totals of columns 6A, 7 to 9 and 7A to 9A over column 6 will represent area first prepared or sown for kharif and afterwards devoted to rabi.

(President).—Are you the Survey Commissioner and Director, Land Records and Agriculture, Bombay?—Yes.

You made a tour—in what month?—I was on tour from January to the middle of April.

Did you visit all the districts that were affected?—All except Khandesh. I have just touched Khandesh. Mr. Morrison is responsible for the report of famine there.

(Mr. Holderness).—At page 79 you compare the prices of the late famine with the prices of the famine of 1876-77?—Yes.

You say this was due partly to the railway communication with Madras, Hyderabad and Mysore?—Yes.

Was there famine in the Madras Deccan as well as in the Bombay Deccan, in 1896?—Yes, there was some. It was very severe in Sholapur. Bellary was not at all affected at the time of my visit to Sholapur. Prices of food-grains were lower in Madras than in the Bombay Deccan except perhaps in Bellary. They were 3 to 4 pounds cheaper.

We are told that rates were settled according to the price of the *jowari*. Was that the best *jowari*?—No, not the best, a fair average quality.

Was it the cheapest kind of *jowari*?—No. The merchants in Sholapur and Bijapur whom I questioned all confirmed the fact of the grain in the Madras Deccan being cheaper than in the Bombay Deccan.

Did a good deal of grain come in?—Yes.

Both *jowari* and *ragi*?—*Jowari* particularly and some *ragi*.

In answer to question No. 5 you say that famine was very intense in hill tracts?—I say distress, and not famine. I allude to the condition of the people. Failure of crops was not so great in the hill tracts as in Bijapur, where it was absolute.

Did the people in the hill tracts suffer?—I think so. I am inclined to attribute the reluctance of the people in those tracts to go to the relief works to the fact that the people did not understand easily how to reach the relief works.

Was there any difficulty in arranging the relief works for the hill people?—Unquestionably towards the end of the famine. In the beginning of the famine people of the hill tracts lived on roots and wild plants.

Do you think the works were sufficiently near these hill people?—Yes, generally. But in these tracts the works

Mr. J. W. P. Muir-Mackenzie. were resorted to by a higher stratum of the cultivating class, who required to be near their homes, in order to burn the rab for their fields. These people suffered owing to the distance of the works.

3rd Mar. 1898. Do you think the mortality in these tracts was severe?—I think it was.

You cannot separate the mortality of the primitive hill-tribes and of other people?—No.

Are you inclined to think that the mortality in the hill districts was excessive?—I do not say so positively; I will throw it out as a suggestion.

In your answer to No. 8 you compare the famine in Khandesh in 1876 and this year. Was Khandesh more affected in the late famine than in 1876?—Yes.

Was Ahmednagar about the same?—Yes. It was less in Poona and less in Sholapur, but equally bad in Bijapur.

(**Mr. Monteath.**)—Do you take into consideration the hill tracts of Poona?—Perhaps not sufficiently.

In your answer to No. 11, you say that the famine in Ahmednagar was intense?—My private view is that the intensity was exaggerated.

(**Mr. Holderness.**)—Was the late famine more intense?—I think the distress of it was most emphatical. In the former famine we saw people wandering in distress; in this I never saw a single soul wandering. There was great difficulty in inducing anybody to go to work in the previous famine. In this famine the labouring classes were inclined to go to work. The one difficulty was regarding distance.

(**Mr. Monteath.**)—In 1896 the wages were rather liberal, and a larger number came to work?—Yes. In 1896-97 the wages were higher; people in the famine of 1876-77 became acquainted with the system of famine relief, and my impression is that during the famine of 1896-97 persons who had known the famine of 1876-77 told their friends and young people that there was work to be got.

(**Mr. Holderness.**)—Do you prefer the cash system to the kitchen one?—The best system I believe to be that in which a cash wage is given to the parents, sufficient for the remuneration of them and their children, in return for a proper quantity of work. If children are to be remunerated separately from their parents, the cash system can only be economical if the number of children be less than it was in the recent famine. The number of children is kept down by means of the kitchen system, and so far it may be economical. Whether it is efficient is another question. I have no figures to show whether the kitchen system is more economical per head than the cash system. The kitchen system on the works may have had the effect of increasing the number of children receiving gratuitous relief in villages. The kitchen system is not affected in this Presidency by difficulties of caste.

Was the family wage, including that of non-working children, large?—Yes, I thought so.

Do you arrive at it by adding together the wages of a family?—Yes, of an average family.

In your answer to question No. 22 you refer to the system of relief made in 1876?—I merely point it out; I do not compare it with the existing system.

You consider that the cash wage of 2 annas and 4 pies is more than what women get in ordinary times?—Yes.

How much would they be able to buy?—Of course they would buy more grain in ordinary times for 2 annas 4 pies than they would buy in famine times. I took 20 pounds, not a very low price.

I suppose the price in ordinary times is 40 lbs.?—I take 30.

What is the grain wage in ordinary times?—About $\frac{1}{2}$ of a seer (about 2 lbs.); it depends upon the time of the year.

Would 2 annas 4 pies buy them roughly 2 $\frac{1}{2}$ lbs.?—Yes, if the grain is 20 lbs. per rupee.

Then they would get very little more grain?—My theory is they ought to get rather less.

Do you think they could keep themselves with a smaller wage?—Certainly at that time of the year because they still have remaining some resources of their own.

Was the rate too liberal in the beginning?—Yes.

I think you say that you are disposed not to give an allowance to the non-working dependants in the beginning?—Yes.

And the further test you would like to advocate is the distance test. How would you work these distance tests?—By concentration of work.

(**Mr. Monteath.**)—Do you say by concentration of work?—Yes, the fault in the recent famine was that the works or camps were too numerous and scattered.

(**Mr. Holderness.**)—Did the people leave their work and come back to their homes particularly when the work was distant?—When the work was within reasonable distance, say 3 miles, the people would return to their villages. When it was far distant there would be no difficulty in their leaving their villages. I particularly allude to the Mahars, who formed the bulk of the labourers on relief works. They are accustomed to go long distances and even to Bombay.

Would you make an exception with regard to the hill people?—Yes. They are at present ignorant, but they must have gained some experience so that in the next famine they will be prepared to go long distances.

What is your own opinion about the excessive mortality you refer to in your answer No. 15?—I think the cause of mortality must be attributed to scarcity.

Would you attribute it strictly to privation?—No. I do not believe it. In the plains a large portion of the population subjected itself to a change of diet and got into weakly condition, and some increase of mortality is inevitable.

You do not think it could be prevented?—No. I believe, however, that mortality was largely prevented in this famine.

You say 37 and 62 are the percentages of mortality in Sholapur and Bijapur?—Those figures indicate the excess of the mortality registered during the famine over that registered in ordinary times. But the difference in the excess in the two districts, Sholapur and Bijapur, must, as indicated in answer No. 15, be due to inaccurate registration in ordinary times. It is correct, as stated in my written answers, that the proportion of deaths to population was during the famine period about the same in Sholapur and Bijapur. The figures are as follows:—

| District. | Population. | Deaths. | Percentage of 3 to 2. |
|-----------|-------------|---------|-----------------------|
| 1 | 2 | 3 | 4 |
| Sholapur | 878,000 | 33,863 | 38.4 |
| Bijapur | 987,406 | 35,321 | 35.6 |

See appendices VIII and I.

In your answer No. 32 you discuss the loan question. Are these advances beneficial?—Most decidedly.

What are they utilized for?—For wells and field operations, such as embankments, rooting up of weeds, and digging, and for seed and cattle.

The advantages you claim for them are, first, improvement of land, sinking of wells, utilizing and employing agricultural labour?—Yes.

I suppose they create employment for a certain number of people in the village who find it difficult to leave it?—Yes, precisely.

Did you notice that many of these wells were unsuccessful?—In the districts in which I was I did not notice that; when I was in Bijapur, no well-building had taken place. The wells were decidedly successful in Sholapur, Ahmednagar, Nasik, and Satara.

Is it true that in Ahmednagar 61 per cent. of the new wells are not working?—No. Mr. Mollison has seen them; I saw people were combining to dig wells and they get any amount of water.

If 61 per cent. of the new wells are useless, then it is a serious drawback?—It is said that 51 per cent. of the advances were spent on wells; and a portion of the amount had been diverted to other objects, such as maintenance of their families. I think the figure ought to be very carefully verified.

Is it not a waste of money if the wells sunk during the famine are not used after the famine is over?—Undoubtedly.

Do you think that in many of the districts it is likely that the people will allow wells to fall into disrepair?—In Bijapur I think it will be done to some extent. It was after the last famine.

In Bijapur ten lakhs were given on this account; and yet wells were allowed to fall out of repair?—In Bijapur a very large proportion of this amount was not given for wells. It was given for digging and weeding land.

In giving advances there is necessity for exercising great caution; is there not?—Yes. The supervision of the present establishment is not sufficient; it is hard-worked and able to do no more.

Is there need of a boring establishment?—No. The Public Works Department is the proper department to take this matter into consideration. I think the system of advances is fairly good.

You think the system of collecting information efficient?—Yes. You can get information of an approaching famine very clearly. You need not wait for elaborate crop returns from the Collector. The information can easily be obtained through the Revenue Officers. If it is desired to obtain more precise returns, some development of the existing system is necessary.

Do you think that sufficient relief was given to the weavers?—It seems to me so; more was not necessary.

Did you see any weavers on the works?—Yes, plenty in Bijapur. I think their condition was excellent. On one work they came to me in a body and complained. But their grievances turned out to be slender.

Do you know what kind of work they were doing?—Yes, metal-breaking.

Did it hurt their hands?—I was told that it did.

Did you look at them?—Yes, I looked at their hands; but I cannot say that their hands looked more hurt than other people's.

You think that if the weavers could receive relief by employment in their own trade without increase of expense it would be an advantage?—On the whole, perhaps.

Do you think they would be happy at a great distance from their homes?—That is a point on which I cannot say anything.

In your answer to question 55, you make a suggestion about the stacking of metal. Where is the metal stacked now? Is it not stacked at different places along the road?—I cannot say positively. I only state the impressions gathered from the fact that the particular stacks I saw were only near the works, not along the roads.

In your answer to No. 57 you discuss the question of village tanks. Are they supplied in many districts for agricultural purposes, for drinking purposes as well and for cattle watering? I do not know that the tanks are made for cattle watering; occasionally they are for drinking.

Two or three per cent. of the tanks in Bijapur are said to be supplying water for cattle watering. Do you think such tanks are really required?—Not in ordinary years. I do not know the district well enough. I was looking at the question entirely from the point of view of irrigation. The tanks dry in Bijapur; in Belgaum and Dharwar they are decidedly useful. In 1876-77 Belgaum and Dharwar suffered considerably. It is a subject on which professional men can speak better than I can.

In your answer No. 62, you refer to the fact that the irrigated area had increased. Was this so?—Yes, decidedly.

In your answer No. 63 you refer to the irrigation scheme in Ahmednagar. Was any commencement made in this famine?—Yes, I went there with Mr. Joyner and the Executive Engineer in charge of the work. It was a proposed project; some hundred labourers were employed at the time of my visit and they increased to at least 2,000.

You are in favour of this project?—Yes.

Is the soil to be irrigated black cotton soil? Would irrigation of such soil be useful?—The soil is little of it deep black cotton soil. The experience in the Bombay Presidency is that irrigation is not efficient in cotton soil.

Are all these tanks constructed on that principle?—Yes.

In your answer to No. 63 you refer to restricting the grant of water to certain crops. You are not in favour of such a system?—I would not dictate to people what they should cultivate and what they should not.

In your answer to No. 71, you say that certain classes of people can go long distances for work?—I do not think that those who are not accustomed could go long distances.

What class do they belong to?—To a comparatively small proportion of the cultivating class, habitually working in villages. The people who come on the works for the most part belong to the labouring classes.

Is it a question of prejudice?—No, certainly not altogether. At the beginning of the rains especially they are

required to be near home for the preparation of their land, particularly the hill-tribes. But this need not impede the imposition of a distance test or concentration of work. Members of families contrive largely to return to their villages for preparation of the land in rotation. Some members of the family remain on the works and some in the villages. But rules as to distance and concentration may require relaxation as the famine advances. The proper principle is to be stiff in the beginning; you might relax as you go on.

In your answer to No. 210, you speak about the assessment. Is the assessment of the famine area low?—Yes, compared with the assessment of the adjoining Madras districts. Madras assessment is comparatively heavy; that is why larger remissions are given in Madras, but I think relief by suspension is hardly worth giving. Say that the assessment is one-seventh of the value of the produce; therefore the cultivator's total loss is seven times the amount of the assessment; so the Government, by suspending or even remitting only one-seventh of his loss, do little or nothing to meet his difficulty.

The general principle seems to be that there should be remissions?—No, assessment is too low for that.

(President.)—Even in famine years?—Government have power of granting remissions in cases of a total failure of crop; but discretion is reserved.

(Mr. Holderness.)—In Bijapur there was a total failure of crop?—Yes. If remission was not given in Bijapur, a considerable suspension has been granted.

The balance has been paid?—In Bijapur fourteen lakhs were advanced, out of which eleven lakhs have been already collected.

I suppose in the Bombay Presidency there has been a certain amount of remission?—The bulk of remissions shown in the revenue accounts are granted under the gradual levy rules. They are not remissions for failure of crops.

Do you think they prove efficient?—I believe so; remissions are not granted to money-lenders, but to those whose crops have failed and who have exhausted all their own resources.

In your answer to No. 218, you speak of the grass operations carried on in the Bombay Presidency during the famine; I understand that on the whole these grass operations were successful?—Only moderately.

Had these grants any effect on the prices of fodder?—No.

You do not specify what the prices are?—I point out that eleven million pounds were despatched by rail. Out of these five million pounds were sold at between 12 to 13 rupees per thousand pounds.

That would be about 27 rupees per ton?—I daresay.

You think it should be sold at R20 per ton?—That was the cost-price. I consider the grass ought to be sold below the cost-price. I suppose that was the cost-price in the beginning of the famine.

How much grass was sold?—Only half of what was cut and pressed; I believe a good deal of it was sold wholesale afterwards at a reduction to the Commissariat in Poona.

You think that something should be done to sell the grass and to utilize it?—If you can get the cattle to eat it, I only say that something should be suggested, and that the matter should be thought of.

Were there any cultivators to buy this grass?—Yes.

Was it sufficiently nutritious to keep the cattle alive?—Yes, but they grumbled about it; it was their characteristic grumbling; they said the cattle were not accustomed to it.

But they were buying and it went to long distances. Did it not?—Yes.

Some witnesses told us that this grass did not come into the market because it was too late in the year; do you know anything about that?—I do not think that; I cannot understand it. I think that the demand became, as the famine advanced, so great that they would have taken anything.

In your answer No. 250, you say the mortality was far lower than in the similar famine of 1876-77. Do you consider that the people were in a better condition now than in 1876-77? Do you think there is a general change in the material property of the Deccan agriculturists?—I think so.

And in the agricultural labourer?—Yes, I think so.

The agriculturists, you say, give wages in kind. Is it true that they also convert the kind into an equivalent of

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Mr. J. W. P. Muir-Mackenzie. the rate per day and pay the cash rate?—I have never heard of the latter custom. I have never come across places where the equivalent of the grain wage is paid. I constantly enquired and asked the people what their wages were.

3rd Mar. 1898. When you went through the district, was there any agricultural labour going on?—No. People came on to the relief works. They wanted employment; they would not leave their villages and go long distances to the works.

Had these people any resources of their own?—Yes, they had.

What resources? Grain or cash?—Grain principally, I believe.

Was there no employment except the Government relief works in the most severely distressed districts?—I should think very little. In the districts like Bijapur, Sholapur and the plains I saw little signs of employment except on wells.

Apparently when you have failure of crop, as you had in Bijapur and Sholapur, there are large masses of people wanting employment?—Yes.

And that is a justification for relief works?—Yes.

As for over-population, you do not think it is a serious question?—No, there are reserved areas of non-food-crops or export crops such as cotton, linseed and wheat. These areas could be brought under food-crops. The percentage of area under non-food-crops compared with that under the food-crops is stationary. If there were great pressure upon the food cropped area this could not be the case. The area now under non-food-crops was originally waste.

As a matter of fact grain-pits are still general among the population, are they not?—Yes.

Have they large stocks?—Yes, I think they have considerable stocks.

And you think they had these stocks in this famine?—I think so.

Was there an indication of the old grain coming to the market?—Yes, I saw it in the bazar, an indication that grain-pits were opened and I saw grain-pits opened.

The cultivators in many cases would not sell?—Cultivators were certainly reluctant to sell, when they had grain. Perhaps I should say that the cultivator's grain is generally in the hands of the money-lender in the village. A large cultivator generally turns into a money-lender.

In reckoning the stocks of a district you simply estimate the consumption and compare it with the imports?—Yes, that appears to me a correct method.

How do the traders maintain their stocks? Do they generally import from outside?—Yes, they have to supply to the whole population. If the cultivator would not sell grain, then the traders have no opportunity of replenishing their stock locally. They must therefore draw their supply from somewhere; and they do it.

Did you ascertain how much stock the cultivators had?—I could not get exact figures. The Circle Inspectors supplied figures, but they were not reliable. The only chance of getting reliable figures would be by having enquiries made for a series of years.

In your answer No. 293 you say, "it is not very easy to say whether storage has diminished or not"?—I think it is very difficult to get that information.

In your tour and in Mr. Mollison's tour you and he have made most minute enquiries. Have you?—Yes, we have got returns from Inspectors.

As to the actual quantity?—Yes, but the figures could not be accepted.

(**Mr. Bose.**)—In regard to your answers to questions 227 and 228, do you think there is any objection to the system of opening grain shops; and that for that purpose Government should advance money at a very low rate of interest to some respectable men? Ultimately those people would come to the relief works; they are very poor, and live from hand to mouth?—I cannot give you any opinion on the system.

(**President.**)—Do you think that the people keep themselves off the relief works till they absolutely come to the end of their resources and sell their property or ornaments or credit?—Prudent men of the labouring and the agricultural classes prefer borrowing or selling their stocks or their necessary furniture or family jewellery to going to the relief works.

Do you think we ought to try to prevent prudent men of these classes from doing it?—I should not be sorry to see the attempt made to relieve such persons before they came to the end of their resources. But I believe that if the attempt were made by means of any system of famine relief on existing lines, the numbers to be relieved would exceed all manageable proportions. My view of famine relief is that it is to prevent starvation; not expenditure by people of their resources.

Then you think that we should try to keep people off the relief works till their resources are exhausted and they are quite destitute?—That does not quite follow. I should think we should not bring them on the works till the margin left is very small.

Do you think we should begin relief works or test works on the ordinary wage or a wage slightly above the ordinary, without an allowance to the non-working children or dependants?—I do not give the exact proportion; but something like that may be tried.

Would that be a proper allowance to a man having a wife and two children below seven, and an old female dependant? Can that man live on such a wage on works with his family, with food at double the ordinary price?—I think most people have considerable resources of their own. They might supplement their wages by their own resources. You want to test the extent of the distress; you do not want to deport a large portion of the population on to the relief works.

Do you know that living on distant relief works is very unpalatable to the people?—I believe the class that feels the pinch is a class accustomed to any sort of labour and to labour at a distance. They are the first to go on labour on any system.

Cannot weavers be given relief in their own trade?—If the expense is not greater, I have no objection.

You do not think it is an advantage?—Yes, there is an advantage.

Have some weavers fallen back into the class of agricultural labourers owing to the decay of their industry?—So it is said.

We have been told by some witnesses that weavers, in going to relief works, lose their looms, and their houses are unthatched?—There may be isolated cases of that kind.

We are told by a witness that the weavers, in order to avoid losing their looms, constantly take them with them. Is this true?—I think it would be very difficult to substantiate.

(**Mr. Monteath.**)—A large portion of these so-called weavers were labourers when you visited Bijapur?—Yes.

They do not have looms of their own; do they?—I think a good many have looms of their own. A portion of them are undoubtedly agriculturists; most of them are people who are merely working at daily wages, and have not got any property of their own; my impression was that the looms generally did belong to them, especially in the case of the weavers of finer classes of work.

We are told by one of the witnesses that the village officer merely gives the valuation of the crop produced; they do not take into account the area that is not sown at all, and they say that the crop is a two annas or four annas crop?—I think this is a mistake. The valuation of the crop is made with reference to the area sown, i.e., if a taluka had 100,000 acres, of which 80,000 were sown and the crop was stated at ten annas, it would mean that ten annas represented the average crop over the 80,000 acres.

You say that in Sholapur there was great distress owing to the failure of crops in 1876-77. In the present case there was a large area of irrigated land?—Yes. There was also a considerable area that was flooded by river; it was a very appreciable area.

What was the mortality due to?—It was attributed to cholera.

What was the state in the monsoon months?—It was generally above the average.

Was it excessive in Sholapur in July?—The deaths from cholera at Sholapur were 2.47 per cent. The death-rate from cholera in Poona was 5 per cent.

Was there plague in Poona at that time?—In July there was no plague. There was a certain amount of mortality on the ghâts.

Do you think the kitchens have given relief to children, and that a sufficient task is exacted from them?—The

children relieved at the kitchens were sufficiently provided for there. The Public Works Department can give information regarding the sufficiency of the task exacted. The ordinary wage of a labourer falls behind the price of grain as scarcity deepens.

In the case of Bijapur only about one-third of the advances were devoted to wells, and the remaining two-thirds to embankments and digging?—Yes, I am most sceptical myself of the great value of the digging work in Bijapur. The embankments are profitable.

Do you think that under better supervision these works can be well carried out?—Yes, it depends upon the establishment.

Suppose extra karkuns are employed; could the work be carried out under their supervision and examination?—I doubt that very much. I would not trust the karkun's examination, and certainly not that of an extra temporary man.

But is it worth while to have some better system of supervision?—I think very little more is required.

From the experience we have got we see that there is no difficulty in the recovery of advances for works. Is it therefore worth while to keep an establishment to look after these works?—I am not inclined to favour any scheme requiring large special establishments.

Unless we have some supervision, the scheme is not at all possible?—I think that the examination of the works should be made by some one of the status of a Sub-divisional Officer, Assistant or Deputy Collector. A test of a certain percentage would be sufficient.

In the case of assessment it is found that if the cultivator gets a good crop, he can repay the assessment three times over?—I have often heard that sort of statement.

Our system goes on the assumption that even when crops fail entirely, the great majority of cultivators can pay the assessment. In the case of a system of suspension, the suspensions are given in the first instance to those who are incapable of paying the assessment with the object of making inquiries as to the desirability of eventually making remissions. Are they not?—Yes.

Could not the grass be sold at once?—There were difficulties in disposing of the grass. Complaints were at first made that cattle would not eat it. But when the people of the famine districts found that their cattle were starving without fodder, they purchased it. In the districts near the ghats, for example, Satara, the grass was sold privately in large quantities and was very useful.

Though the grass remained there for a large part of the year, it was not sold. Why was there not a demand for it?—The cultivators would not buy it at the high prices demanded.

Was there no fixed price?—Yes, cost price.

In the majority of cases the difficulty was that the people would not take it at any price?—That is not my information.

(Mr. Boss.)—What is your opinion about the cash wages being paid in the shape of grain?—It depends on the price of the grain. It is obvious that it will be unprofitable to the labourer when grain is cheap, and to the employer when it is dear.

(President.)—Do you suppose that in the Deccan districts the extent of cultivation could be increased by irrigation?—Only to a small degree. The amount of land under irrigation might be considerably extended.

Dr. W. O. BALLANTINE, Missionary, American Mission, Ahmednagar called in and examined.

I put in a written statement of evidence.

A total failure of the latter rains in the year 1896 prevented most of the fields from being sown for the rabi crop. Failure of rains. Prices were suddenly raised within two weeks to three or even four times the usual rates. There had been a time of comparative prosperity before this failure of rains. But such is the dependence of crops, in the Deccan, upon the rainfall that often the falling or failure of a single shower decides whether there shall be a crop or not.

With reference to your answer to question 275 you say that in 1896-97 wild grains were used in Sholapur?—Yes. The worst cases that I saw in the recent famine in the plains came from Sholapur district, especially the talukas of Malasiras and Sangola.

In your answer to question No. 282 you say, "it should not be overlooked that in British territory prices were at times, and locally, heightened by restrictions placed in the Nizam's territory on exportation." Do you know anything about these restrictions?—I have heard at Barsi that the export duties on food-grains were very much increased. I heard the same in Nandgaon in Nasik District. I saw a Resolution of the Nizam's Board of Revenue in which Mr. Dunlop advised that the exports ought to be stopped at all costs. The Nizam's Government does not seem to have issued any open prohibition of exports. But the subordinate officers were said to have taken measures to stop them, and I believe this to be true. There was unquestionably a fair stock of grain in the Nizam's territory, and at Nandgaon and in Nagar strings of carts were seen coming in to our territory.

You say in answer to question 300 that "there can be no doubt that the power of resisting destitution is increased." Do you think that the weavers and the agricultural labourers are improving in condition?—I observed their condition, and inferred from it and other facts that they must have had some resources. I remember in the last famine the general impression was that they were decidedly worse off.

Is it not a fact that in many parts of the country, owing to the growth of the population, the waste land had decreased considerably?—No doubt. In such districts as Nasik and Khandesh where large areas have been reclaimed from jungle.

(President.)—In the case of these petty cultivators and petty ryots do you think they actually store up money?—I think they do.

In what way would the weavers be likely to be better off and in what way would the agricultural labourers be likely to be better off now than they used to be?—I should say on account of the larger amount of employment, for example, under the Public Works Department and in the Bombay Mills. The facilities of communication enable the labourers to go longer distances for employment.

Can you tell of one or two cases where men of the land-holding class have met the rise of the price of grain by reducing the amount of grain in store?—I cannot; I have not got very exact facts in support of my belief that the cultivators had grain in store, principally the general facts that they remained in good condition and had to import comparatively little. The fact that they remained in good condition is the answer to the allegation that they largely reduced their consumption.

In many parts of India payments are usually made in grain instead of cash, but I am surprised to hear that the grain payments are sometimes made in proportion to current rates of grain?—I never heard of that system. It is unquestionable that in many places labour is paid in grain and not in cash. I heard of it everywhere when I went on tour in Sholapur, Poona and Bijapur. I asked many people, and they agreed as to the amount of the grain wage. No one said that the grain wage was reduced in consequence of the rise in the price of grain.

Even allowing that they got the old grain wage they would not be very much better off?—They would not unless employment was brisker.

Relief measures adopted in this last famine were without doubt sufficient had they been carried out in the spirit in which they were framed by Government. Reports of bribery and corruption were constantly brought to my hearing. Wages were barely sufficient as framed by the Code to keep soul and body together; but when the karkun demanded his weekly *dasturi*, and when excessive fines were exacted for being late at work or for failure to accomplish a set task, the labourer often found what was left far too small a sum.

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to provide food for his family with. When such people did not receive aid from other sources they must have suffered greatly.

There was also considerable outcry against the Circle Inspectors and patils of villages as to their administering doles. I know of at least two trials in my immediate neighbourhood which resulted from extortion on the part of the village authorities, but as is usual they were dismissed as being difficult to prove.

The remedy for this, it seems to me, is to break up, if possible, the power of one class of people. Let the Circle Inspectors, karkuns, etc., be selected from men of different creeds and they will then act as a check upon each other. Intelligence and education are not confined entirely to Brahmins at the present time; men capable of doing karkun's work may be found among all classes. I have visited a large number of relief camps and have never found so much contentment among labourers as at the large Karpurwadi works near Ahmednagar. A European was in charge of this camp assisted by a Mohammedan and a Christian.

Residence at the relief works was not objected to when shelter could be provided, and many did stay without shelter when the distance from their villages was too great to be gone over morning and evening. It was some time after the relief works were opened before matting and poles could be obtained. Hospital huts and store sheds were erected at the start when there was little or no sickness and consequently little need of them. If huts could have been built first, many who became ill from exposure might have been kept in health.

Reserves of money are only in the hands of Banias and other well-to-do people. The large masses of the people have neither money nor ornaments left. Many farmers have sold their fields and are now simply the tenants of rich money-lenders. Fully 25 per cent. of the population were in a state to receive famine relief. The Famine Commission of 1879 put 15 per cent. as the maximum. This, in my opinion, is not high enough as to the late famine. The poor cultivator at the end of the famine finds himself deeply in debt to the money-lender; his cattle are dead, his rents must be paid.

As to remission it is doubtless right to use discretion in remitting annual rents, to suspend a part or the whole of the rents as was done last year. As a matter of fact, in the cases of poor cultivators it would be better to remit such rents entirely and let one who has lost all start afresh in life.

There is no doubt but that the liberality of Government was very much abused in regard to *tagai*. Far too much of this money was paid in *dasturi* to patils, kulkarnis and to under-officials in the Mamlatdars' kacheris. Some was given to unworthy persons who had no intention of using it for the purpose given, and much was wasted in trying to sink wells where no water was to be obtained. Greater care should be exercised, than has been of late, in trying to see whether the money given was faithfully and wisely used.

Relief works in this district consisted chiefly in breaking stone. This work seems unsuitable for labourers weakened by privation, and the result was that many were obliged to give up this work and seek admittance to poor-houses.

It is my opinion that works directed towards the improvement of the land, such as making roads, canals, tanks, etc., are more desirable and at the same time more suited to the strength of labourers, who rarely have a full meal to eat. When any of these works were suggested, the invariable answer was, that all these require skilled labour and could not be undertaken at this crisis. It seems to me that surveys and plans and approval of certain schemes should be obtained previously to any sudden famine and should be in the hands of the Collectors empowered to open up such works in an emergency and let the skilled labour be performed, if necessary, at a later date.

(President.)—What mission do you belong to?—I belong to the American Mission; I was also a member of the Taluka Committee for distributing charitable funds for that taluka, in connection with the Mansion House Fund.

You say that the relief measures were sufficient, but were carried out under some drawbacks. Can you tell us what those drawbacks were?—One complaint was that the gangs-

men were put in the gangs on a certain percentage of income by the karkun; it was a certain percentage of what the gangmen ordinarily receive.

Was the percentage small?—Yes.

To what class did the karkuns belong?—Almost all of them were Brahmins. I can tell you one instance where I myself heard a karkun asking for money. I was in the Dāk Bungalow at Rahata, and in the neighbouring room payments were being made. I heard the karkoon say, "Can you now pay me a percentage for this work?" I did not see him; I was inside and he was out; I only heard him say this. I went out and as soon as he saw me he fled.

Were there finings?—Yes, extensive.

What works were done?—Chiefly stone-breaking.

Were they new?—Yes; they were close to my bungalow.

To what class did the workers belong?—They were chiefly Kunbis, Mhars and Dhangars.

Did the Mhars and Dhangars eat their own cattle?—At first they did it; later on when they got work they stopped eating them; the cattle were not dying then, and it was not easy for them to eat them.

Can you say, looking at the men working there, that the men, women and children suffered from want of food?—I think they did; I saw many of them.

Did you find people looking half-fed?—Yes.

When the non-working children were fed in the kitchens do you think they got enough to eat there?—I think they got sufficient, but were not over-supplied. I saw many cases in which one person took the dole for himself and fed on it two or three of his relations.

Did they stint themselves first or did they stint their children first?—I saw a number of cases where they stinted themselves, especially the mothers.

Did they suffer from exposure really?—It was then very cold.

Did children suffer from exposure to the sun?—I do not think these people mind sun so much; they are used to it.

Do you mean to say, referring to your note on the subject, that the recent famine was more severely felt by the people than the previous one; that the banias would not help them?—I think their lands came into the hands of the banias very rapidly for a number of years. I think that if it had not been for the charitable funds very many of these lands would have been sold; they had no money to sow the seed; they had no crop; the Banias would not lend them any money at all.

Was that partly due to the Deccan Agriculturists' Relief Act?—Some say so; the Bania said he could not get his money back.

Do you mean to say that the Kunbis and the small cultivators, their women and children, do not wear ornaments now?—I do not think they have any; that is my impression.

Do you think that if Government had given the people more *Tagai* they would have made better wells?—I think as a matter of fact a great many wells were left unfinished, because they did not dig them properly or they did not strike water, and other things of that kind.

Do you think it is possible to bring boring operations into use?—I think so.

Have you seen it done in America?—I have in one or two instances; not very often.

(Mr. Holderness.)—Do you think the head of a gang gets more wages than others?—He does; he takes from each man in the gang a certain amount.

Do you think the children looked more healthy after the kitchens were started?—Yes; and kitchens are a very good thing, indeed.

Were you in favour of fining?—I did not object to the principle of fining; I think some fines were excessive.

Did you look into particular cases?—Not very carefully.

Were you told?—Yes.

You are not prepared to say that they were justified?—No.

Did the people suffer from exposure for want of butting?—Yes; before the huts were put up.

After the huts were put up they did not object to stay on works?—No. I do not think they did.

Would they go back to their villages or remain in the huts?—Remain in the huts; that is my impression.

Why do you think that stone-breaking is not good for weavers?—I saw the hands of a number of people. They complained that their hands were blistered. They were not used to this work. I do not think it possible for Government to help them in their own trade. In Ahmednagar we made an attempt to give them work, at least one of our missionaries did so.

How did he do it?—He gave them orders to make *lugdis* for distribution out of charity. We also provided him with money sent us from America for the purpose.

Did you get any corn sent out?—Yes, I got Rs1,500 worth.

Was that from Calcutta?—Yes.

Was that chiefly maize?—Yes, and some rye.

Was that used?—Yes; as soon however as they got sufficient bajri they preferred their own grain to the American grain.

Did they grind it in the usual way?—No; they could not reduce it in their small mills; and that was one of their objections to using it. People used it for making *Bhakrees*, when thoroughly pulverized.

Did they prefer rye?—They did.

Had they much clothing?—At first we could not give them any clothing; afterwards we gave them clothing, such as blankets and *lugdis*.

Were they very much in want of clothing?—Many of them were in rags.

Do you know at present whether weaving is profitable?—Yes, it is improving; it is much better this year than it was last year.

Do you think people are now recovering from the famine?—They seem to be.

Do you often see the hill-tribes in the district?—We had a great many of the hill-tribes for relief. They came to me when they heard that I was giving money. Many of them came to me because I was acquainted with them personally.

Did you give money to anybody who asked for it?—No; we were very careful not to pauperize any one in any way. Those only who were really poor got it.

Did you ever give money to people who were on relief works?—Yes; especially to women in confinement but not to the able-bodied.

Did you consider the wage was sufficient?—Yes.

(*President.*)—You said you helped people who went on to work. What class of people were they?—Kunbis and Mahars, but not those usually well-to-do, and who had some ornaments with them.

What do you think of the mortality? Were deaths slightly in excess?—I do not think any one died from famine directly.

Do you think it was greater in the Ghats than in the plains?—It is said so: I have not personally seen; but there was unusual mortality in the Ghats.

Do you think that the people on the Ghats would be able to go on to works at a distance?—I think so; though usually they are not very ready to go on works: as a rule these people are more ignorant, I think, than the people in the plains.

(*Mr. Monteath.*)—Did the Circle Inspectors keep back any money?—Yes, a certain percentage.

Was the dole given in grain?—They gave a certain percentage of grain.

What did the karkun get?—A small percentage for employing men on the gangs: that was the usual way.

You say a considerable number had to go to the poor-house; I suppose when you say people you mean those people

who appeared sick?—Yes. A large number of the people were helped by the poor-house.

(*Dr. Richardson.*)—You say wages were barely sufficient to keep the soul and body together. Did you enquire about the different scales of diet?—I think it would especially be the lower scale D.

Do you think that insufficient?—I think it was set down as sufficient to keep a man alive; it was just barely sufficient to keep them alive.

Were they supposed to do some work?—Yes.

Suppose you gave them higher diet and asked them to work?—They could not work much.

Did you notice it?—Yes; they broke down under my own observation.

Do you think the material prosperity of the people increased or decreased generally?—That is a large question. I do not think they are improving. That is my impression.

Have the people become more or less incapable to resist famine?—I do not think that they have any power to resist famine. I think they are living from hand to mouth and are not able to stand famine.

(*Mr. Monteath.*)—Do you mean *Mhars*, *Kunbis* and the poor classes of cultivators?—Yes.

(*Mr. Higham.*)—With reference to your remark that it is difficult to induce skilled labour to go to distant works, do you think that if proper hutting arrangements were made people would go to a distance?—I say they would. They would go if they were obliged. If they go to a short distance I do not think they would object to going a few more miles, provided they have hutting accommodation.

To what distance would they go?—I think they would go 20 to 30 miles.

(*Mr. Holderness.*)—Is there any comparison between the two famines as to the condition of people in the Ahmednagar District and the Sholapur District?—I think that the famine of twenty years ago was a very much more intense and longer famine, and people suffered more because the relief works were not started early enough.

Do you think that the relief now was started earlier than in the previous famine?—Yes.

Were the measures of relief greater?—Much greater. People died in that famine: no one died in this famine directly from starvation as far as I know.

(*President.*)—Do you think that the same sort of thing would have happened if in the present famine there had been no early and liberal relief?—I think so, no doubt.

(*Mr. Holderness.*)—Prices were then higher?—Yes, constantly, and people felt them keenly.

Are the people grateful?—I think they show their gratitude in a peculiar way; many of them are very grateful indeed.

(*Mr. Monteath.*)—Do you think that the people had any suspicion?—Educated people have no suspicion, but the ignorant people have, and it is difficult to convince them. It would be a very good thing if they were relieved of their suspicion.

(*Mr. Holderness.*)—Are they grateful for the relief that came from America?—I think so.

Was there any suspicion among the children?—Yes, they were told that the Government wanted to take them to South Africa. They were so frightened that they sometimes jumped over the boundaries and ran away; I went to one of these places and saw three hundred *Bhakrees* being distributed to these children; they had gathered round when some one started the cry that people were going to kill them: I saw that myself; they got over that fear after some time.

MR. J. S. HAIG, Missionary, Member, Relief Committee, Ahmednagar, called in and examined.

I put in a written statement of evidence.

I frequently visited the Government relief works in this neighbourhood, and the Government poor-house: I was a member of the City Relief Committee, and I had generous sums of money placed at my disposal for private relief work; and my notes must be drawn mainly from my observations gathered under these circumstances.

The Saving of Human Life and the Relief of Distress.
—When famine was proclaimed in this Presidency, the Bombay Government, I think, set before itself the gigantic Bom.

task of seeing that no one was allowed to die of actual starvation, and I wish at the outset to express my admiration of the way in which this task was carried out in this district. I was constantly meeting or hearing from Christian teachers and preachers and Native Christians generally living in all parts of this Collectorate, and they were unanimous in stating that, so far as their knowledge went, no one had been allowed to die of starvation.

The nearest approach to death from starvation which came under my own notice was the case of a poor Lamani

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woman who came into Ahmednagar with her husband and children from their village in quest of work or help of some kind. They were very much reduced before leaving their village. They did not go to the poor-house but wandered about in the city and picked up what help they could find for a day or two. The mother stinted herself and gave her portion of food to her children. One day she ate some garbage, became suddenly ill, and died before midnight. She had given her life to save her children.

The famine distress was appalling in its extent and intensity notwithstanding all the efforts of Government and others to mitigate it; but I think that the relief measures maintained by Government were sufficient, not only to keep the people alive, but to alleviate in some small measure the great misery which the famine brought upon them, if they had been taken advantage of in good time by the suffering people themselves. But these poor suffering people were too often dilatory and obstinate and would not go to relief works or to the poor-houses early enough for help, and this added to their own sufferings and also to the difficulties of those seeking to help them. But still, by patiently and persistently keeping at it, the people were not allowed to die; they were saved.

A Model Relief Work.—The Government relief work at Kapurwadi to the east of Ahmednagar was one of the largest relief works in this Collectorate, and a few words about it may not be out of place in these notes. It contemplated the formation of an artificial lake to increase our water-supply by building a bund from hill to hill across the intervening valley. It formed a model relief camp, and it afforded a great variety of work suitable for men, women and children. A large number of people—amounting, I think, at one time to over ten thousand—were provided for here. The hutting was good and sufficient, the sanitary arrangements well looked to, the hospitals well equipped, and there was a bazar in which all the necessaries of life were procurable. The management here was so efficient that the people always seemed busy, contented and happy; and all cheating by underlings was very effectually prevented. Here also was a model children's kitchen, a large enclosure where all the children between the ages of three and seven, were looked after while their parents were at work, and provided with two good meals a day. The old and infirm dependants on the workers also received free meals. Clothes were supplied to all the most destitute from the Charitable Relief Fund, which was a most welcome addition to the Government subsistence payment.

Here is a little incident illustrative, I think, of the good care that was taken of the poor and infirm. In one of our visits a poor old woman, "a dependant," clothed in rags, came forward to us and said:—"I will tell no lies; I am well off here; I get two good meals a day; I got a new *luggage* and it is tied up in my bundle in my hut, but the Sirkar makes no allowance for tobacco. Will you give me a pice to get tobacco with? Then look at my hair, how frowzy it is. Will you give me a pice for a little oil? My comb is old and broken. Will you give another pice for a comb? Then I shall be perfectly happy." And with the three pice in her hands the poor old body hobbled off perfectly happy.

The Government Poor-house.—Here the halt, the maimed and the blind, and all too far gone to work, were taken in and cared for. It was under excellent management, but it was the *poor-house*, and respectable people had at first, and indeed all along, a perfect horror of going there. Again and again people have said to me they could die but they would not go to the poor-house. Yet those who went were well cared for, and the numbers eventually rose to 600 or so. There was a hospital tent attached to the place, and the kind-hearted medical assistant gathered the children together for school two or three hours a day, to brighten their little lives while there. The old and infirm remained in the poor-house; but the younger generally gained in health and strength sufficient to enable them to go to work in course of time. All were fairly well supplied with clothing. They received two meals a day of well-cooked food, but the most of them said they could have eaten more. What struck me as most wanting was a little additional food for the younger children and the nursing mothers. Still, they got on and improved, and many were fitted again for the battle of life. Here is a grateful woman's history of herself. She is a Sali, and the Salis suffered terribly in this famine. Like many others, she was deserted by her husband in the hard times, and after suffering great privations she took refuge in the poor-house. Gradually she regained strength, and went for a time to work. Then she returned, and just two days before the flood came and washed the poor-house away, a little girl was born to her. The water came into her

hut, but both mother and child were removed to a place of safety in the darkness of the night. A few days ago I came across them again in a health hut. The little child was plump and thriving, and the mother, who was bravely working her way, recounted with great delight and gratitude all that had been done for her by the Sirkar in her time of need.

The City Famine Relief.—The City Famine Relief Committee in Ahmednagar had charge of the distribution of funds drawn from the Indian Charitable Relief Fund, and also of local and other subscriptions. I was a member of that Committee along with some of the leading native gentlemen of the town. Our work was to find out and, as far as possible, relieve all cases of distress within municipal limits, by regular doles of grain, occasional help in money and clothing as far as we could to the most destitute. When I first joined the Committee we were helping only a few hundreds, but as the severity of the famine increased, the numbers dependent on gratuitous relief went up by leaps and bounds, till they reached the high figure of 3,300 people, about a twelfth of our whole population. Our resources did not increase in proportion, and much to our regret we had to reduce the amount of the regular dole as time went on. It was a mere pittance these poor people received, but it helped to keep them alive, and I think it gave each recipient at least one good meal a day. The distress was so intense, and the people were so much reduced by the long continuance of the famine, that at one time, in August and the early part of September I thought we were going to be overwhelmed altogether. But in the course of September a merciful God sent us the rain we had so long looked for. This did not diminish our famine distress at once, but it brought heart and hope to the people. The leading gentlemen on the Relief Committee were full of enthusiasm and sympathy for the suffering and destitute: they abounded in energy and kindly common sense: and they made relief work just like a part of their own business. They sought to help all needy people without distinction of caste or creed: and they unanimously voted month by month, or as it was needed, a hundred rupees worth of grain for the destitute Native Christians within municipal limits, and this distribution they placed under a Missionary lady as their agent. The poor respectable people who had seen better days, and who even in their great distress would rather starve than be treated as public paupers, were dealt with tenderly and privately, for which they were very grateful. As far as my observation went, every rupee at our disposal was wisely and carefully spent, and I think that not a pie was wasted. It is a great pleasure also to mention that our City Relief Committee were helped in their work by a generous gift of corn from America. Also during the height of the famine a generous and philanthropic native merchant in Karachi established an agency in our Committee's grain shop and sold grain at prices considerably under those prevalent in the bazar. This was an inestimable boon to thousands, and I think it had the effect also of steadying the prices in the bazar.

Private Relief Work.—Notwithstanding all that was done by Government and by charitable relief committees, the distress was so great and so all-pervading that an almost boundless field was left for Missionary and private philanthropy. It was of course on Government that the burden of the battle fell: but all the rest were helpers, and none lagged behind in their efforts to alleviate the distress that was around them. Many Missionaries had generous sums of money sent to them from Christian lands for this purpose. We had generous sums entrusted to us, and I hope we made a right and good use of these in our efforts here. Private relief work is perhaps not much in place in these notes. But what I want to say is this: it was simple and easy work to administer relief to those whose circumstances we well knew. It was when we went abroad and tried to relieve those whom we did not well know that our difficulties began. It was then that my sympathies were keenly quickened and my admiration became fixed and unbounded for the patient, persistent and gallant efforts of the Bombay Government to grapple with the famine and save the perishing people at all costs, and often, alas, in spite of themselves.

Remarks.—I conclude these notes by making one or two general remarks.

1. The character of the work: too great prominence was given to stone-breaking as a relief work. This is hard, pitiless work to those unaccustomed to it, and especially to women.

2. In some places, especially in the early days of relief measures, the hutting was deficient.

3. In the early days of the famine, complaints were constantly made by the poor people that they did not receive their full wages: deductions, they said, were made under one pretence or another by the lower officials. This was their loudest complaint and their greatest hardship, but as time went on and things became more settled, great improvements were made in some places, and when this was done, the people seemed contented with their earnings.

4. The Sunday rest, one day off in the seven, was a great boon to the people; it helped to keep them in good health and fit for their work on the other days of the week: it was highly appreciated by the people themselves: and it was honouring to God.

SUPPLEMENTARY NOTE.

Private Relief.

I find on careful and direct inquiry that, including the value of American corn received, the large sum of Rs. 1,00,602 was spent on famine relief in the Ahmednagar Collectorate by Missionaries. This sum was spent on general relief purposes, such as clothing, grain doles, money doles, labour, care of widows and destitute children, care of the sick, help to people going on to relief works, seed, fodder, etc. One Missionary maintained a grain shop near a large relief work, where grain was sold for ready money below bazar rates. Another Missionary helped the weavers by employing 100 looms requiring 250 workers, and he estimates that 600 persons received their support from this work. From 200 to 300 persons were also employed on buildings he was erecting. A third Missionary arranged for the employment and relief of a large number of people—as many as 1,000 he estimates—by collecting and selling the bark of the Tarwad plant which finds a ready sale in Ahmednagar and Bombay. All this must have been a great relief to the severe strain of famine in this Collectorate.

(President.)—Do you reside in Ahmednagar?—Yes.

Do you belong to the American Mission?—No, I belong to the Christian Literature Society for India; it used to be called the Christian Vernacular Education Society. It is a Missionary Society having its head-quarters in London.

Has it agents in many places?—No, not in many places. We have an agent in this Presidency and in Madras. We are the only two agents in India of that Society.

What share did you take in the relief works?—I had to do a good deal in private relief work, as other Missionaries in Ahmednagar did, and I was a member of the City Relief Committee, who distributed the Mansion House Fund.

How many years have you been in Ahmednagar?—Thirty-three years. I am in my thirty-fourth year.

Do you know of any instances where mothers have died from what may be called starvation after stinting themselves to feed their children?—Only the instance already mentioned.

Would the sick parents stint themselves for their children?—This was frequently done.

The last witness complained of petty gratification on the part of the karkuns in relief works. Did you hear of any such cases?—I have heard many of these complaints. They said that the karkun would not take them on the work unless he was promised four annas. That was not paid at once, but by instalments of one pice or two pice at the time of every payment. Again, when people went to drink water and returned, they were told that unless they paid the karkun a bribe he would report them as absent for the day. I have heard these complaints from different quarters.

Do you say that in respect of the Government poor-houses they received two meals a day?—Yes, and some children got a little extra.

Do you think from your observation that they wanted more meals?—No: only a bite for the children in the morning.

Was the food enough?—They said that they could have eaten more. The nursing mothers and little children might have had a little more.

From what sources did you obtain money for city relief?—We drew from the Mansion House Fund to a large extent

and from the local subscriptions, which were raised in the Presidency.

Do you know that the Government dole helped the people in this situation?—I find the grain dole came from this fund and not from Government. It went by the name of Government. People did not know the difference. The Mansion House Fund was an inestimable blessing.

You say that a native merchant of Karachi established a grain-shop and sold grain at a considerably lower price than the bazar. Had it the effect of steadying the prices in the bazaar? Do you think it had any injurious effect upon the trade or the competition?—That adventure was not enough to swamp the trade; only the other merchants were put on their mettle to try their very best for their own interests.

Was stone-breaking a hard work? Did you see it did any injury to their hands?—Yes, I have seen their hands blistered, especially of delicate Mahomedan women. It was very hard on the people.

Do you know the weaving class?—Yes, they are not accustomed to this sort of work.

Do you know that a great deal was done in the way of getting for weavers relief in their own trade?—Yes.

Was it done successfully?—Yes. There was a Missionary in Ahmednagar who invested seven thousand rupees. He helped about six hundred people for several months. He took up the people who were utterly ruined, and the *saris* they made were sold at a considerable loss.

(Mr. Holderness.)—He lost his money?—He began with three or four thousand rupees. The monies received from the *saris* sold was added to the original sum, and in all Rs. 7,000 were spent on this work. It was a great boon to the weavers.

Did the better class of weavers suffer?—Yes, they also suffered.

What is your opinion about the day of payment?—I think they ought to get it for the market day. Sunday was an immense boon to them.

(President.)—Do you say that one of the Missionaries arranged to give relief to a large number of people by employing them to collect Tarwad bark?—Yes. It is a small shrub; it is in considerable demand; it is used for tanning.

(Mr. Holderness.)—Have you got any hill people in your district?—Only a few.

Were you in India in the last famine?—Yes, and in the same district.

Was there any difference in the character of the two famines?—Yes. This year we were ready for it; everything was prepared and not one day too soon; we did not go so low as we did twenty years ago.

Do you think people were more ready to go to the relief works?—Yes, they were more ready; they understood the intention of Government. People came to Ahmednagar from distant villages and did not object to the works.

Did they object to the cooked food in the kitchens?—No; never. The children all seemed happy and well cared for, and evidently all enjoyed the kitchen.

Did you see kitchens on other works?—I saw one. It was a small work to the west of Ahmednagar; it kept the children alive and well.

(President.)—Did you give relief to respectable families?—To several respectable families we did. I think the Relief Committee did a good deal of that privately. We helped a few Brahmin families. A few Sonars received help, but were anxious that their names should not be made public; but after two or three months they came openly for charity.

(Dr. Richardson.)—What kind of food was given to children in the kitchens. How was it cooked?—I cannot tell you that. But they had rice, *jondhla*, and dal?

Did you see any children that were under-fed?—Yes; I saw several emaciated children, but they improved after being some time in the kitchen.

(Mr. Holderness.)—What became of the clothes which were made by the weavers?—They were bought by Missionaries and famine officers for distribution among the famine-stricken.

Mr. H. F.
Silcock.

3rd Mar.
1898.

Mr. H. F. Silcock, Collector of Nasik, called in and examined.

I put in a written statement of evidence.

A. In this district the only prominent departures from the Provincial Code were in the classification of labourers and (2) the duties of Civil officers on relief works. As regards classification of labour, an attempt was made at the beginning of the famine to follow the classification of the Code, but it was soon found that labourers who ordinarily should have done class A work, and got the wage of that class, were quite content to do less work and accept less wage, seeing their children and dependants were being supported by Government, and they had no doubt private resources of their own. Even professional workers were demoralised and would not do a full A task. All such workers were then classed as B and tasked accordingly, and even with the reduced task many neglected to do their work and were fined in consequence. A class of D was at first started on most works, but as the work turned out by these workers was of the most trifling nature as a rule, it was found expedient to raise those who could work to class C, while the others were put on the kitchen list. As a matter of fact there were few genuine class D workers in this district. The result of these deviations from the Code was greater simplification of muster-rolls and tasking and better means of exacting work. Practically speaking, these relief labourers were divided into only two classes, B and C. Class A was confined to gangmen—mukadams.

As regards Civil officers it was found advisable to curtail their power, as the men available for the posts were only ordinary clerks and not capable of carrying out the responsible work devolved on special Civil officers by the Code. They were unfitted to classify applicants for work, having had no experience, but they still received applicants and examined their "challans" and passed them on to the Public Works Department officer in charge of the work. It was found by experience also that the general regulation of the resident camp could be more effectually carried out by the Public Works Department officials than by these Civil officers, and eventually their work was confined to management of the kitchen and hospital and general supervision of the workers, but without power to interfere—they could only report matters for the orders of their immediate superiors. This method worked well and there was little or no friction between the two departments. No doubt if officers of the standing of mamlatdars could be found for the position of special Civil officers, the duties assigned by the Code could be carried out by them, but in practice it is rarely possible to get such men for a large number of works.

B. I consider the famine operations were successful inasmuch as all really in want of work were able to get it, and many, no doubt, who were not in want, also got it. As regards the saving of human life, the vital statistics of the district show that up till June 1897 the death-rate did not differ much from the normal, and on relief works the health of the people was very good and as a rule they improved in condition. From June on the death-rate increased, but this was owing to cholera and other diseases which began with the advent of the rains.

As regards the point of economy it is difficult to say anything, for undoubtedly the work done would compare very unfavourably with normal years. The total number of workers in the district was 36,40,993 and the cost Rs. 87,303, giving a rate per unit of 1 anna 8 pies. The total number of people relieved in the district during the famine either by work or gratuitously (by doles at kitchens or in poor-houses) was 55,67,551, and the total expenditure on famine operations was Rs. 52,899. This latter sum includes extra establishment, hutting, tools, etc. The cost per unit of the people relieved was thus only 1 anna 10½ pies, which can hardly be called extravagant.

C. I do not consider that any very important changes are required in the present system so far as relief of distress is concerned—so long as relief operations are begun in time. I think, however, at the commencement of distress it might be advisable at first to extend the operations of ordinary public works, the rate of wages being possibly raised to meet the increased price of grain. As distress deepens, and applicants for relief are numerous, relief works should be opened on the piece-work system, the rates being so arranged that no gratuitous relief need be given to children or dependants, but every man obliged to look after his family as in ordinary times. It appears to me to be a mistake, as in the present Code, to relieve a man from the very beginning of all responsibility of looking after his family. Should distress become more acute, and the people begin to get careless about the support of those depending on them, then task-work might be substituted for piece-work and the

children and dependants supported by Government as provided in the Code.

The Code should be clear on the point that work must be rendered for relief given and that Government is not bound to support those who will not work according to their capability. The general tenor of the present Code has a tendency to give rise to the belief that Government intended or was bound to support all in distress whether they worked or not, and agitators were at one time found to take advantage of this interpretation and cause discontent among the workers when they were being fined for short work. The same principle applies to the provision regarding the collection of the land revenue assessment; it should be made clear that the mere failure of crops is not *per se* a reason for remissions or suspensions.

In connection with the implied recognition of Government to afford relief and on economic grounds I would suggest that section 43, paragraph 1, of the Code be made of general application and that section 69 be expunged or at any rate be made purely permissive and not imperative.

D. I have no other recommendations to make; the present Code as a guide proved most useful and was not departed from to any great extent in this district, but I do not consider there was acute famine here, and possibly under different conditions, it might have been necessary to make further departures.

(President).—You are the Collector of the Nasik District?—Yes.

Were you in charge of that district throughout the famine?—Yes.

Had you any experience of the famine of 1876-77?—Yes, I was then an Assistant Collector in the Bijapur District.

Had you famine in the Nasik District in 1876-77?—Not much to speak of. In 1876-77 I was not in Nasik but I have figures. Two lakhs of people, that is, one-third of the district was then affected; now I should say five lakhs of people or two-thirds of the district were affected—five lakhs in the late famine against two lakhs in 1876-77, the affected area being 3,600 square miles.

As regards failure of crops, was the failure in 1896-97 as great as that in 1876-77 in Nasik?—Yes, but we had more water in 1896-97; there was a good deal of irrigation and the supply of water was better, so that when the dry crops failed they had water for irrigation.

Did the wells dry up? Are there a great many new wells?—In many cases the old wells had become useless; but were repaired. Our water supply in Bijapur was moderate.

Is that from wells?—Yes. In Nasik our rainfall was quite up to the average in 1896-97, but unfortunately we had too much of it in the beginning and nothing in the end—it fell out of season.

How did prices compare?—Very unfavourably. About 50 per cent. higher than 1876: 17lbs. in November 1896 as against 26½ lbs. in 1876. The prices of the staple food grain *bajri* varied from 17lbs. to 11'20; its price was abnormally high; *jowari* was cheaper.

You say in your note people were willing to do less work and accept less wage. Did you notice that in 1876-77?—The people in 1896-97 were not driven to extremities and they had works started at once for them: in 1876-77 there was great reluctance to work from sheer obstinacy.

They have since changed?—Yes, they are now more used to work, they have got into the habit of going to large railway works and they know the value of steady work and steady pay. Kunbis and low caste people are ready to do piece-work and get a little more pay notwithstanding lower rates.

Is lower pay sufficient?—Yes.

Do they work less than in their ordinary work?—Not exactly that; what I mean to say is that the agriculturist is not accustomed to work steadily on end; he comes to work in the morning and stops in the middle of the day.

Don't you think that there is a defect in the gang system which makes him reluctant to work?—Well, there is something in it, but it is very difficult to know the work of the individual on large works. I have spoken to the Executive Engineer to fine the whole gang if they wanted any incentive to work; the man would then be fined whether he does his day's work or not, and extreme necessity compels them to work.

(*Mr. Monteath.*)—You are speaking of metal work, are you not?—I am referring to the works at the close of the famine. We drafted people from the road work; and they would not go, as it was then close to the rains; they went home, but some afterwards came back.

You suggest in your written statement that section 43, paragraph 1, of the Famine Code be made of general application and that section 69 be expunged or at any rate be made purely permissive and not imperative. You mean you would substitute one for the other?—Yes, willingness to work should be taken as a necessity for relief.

(*Mr. Holderness.*)—You say that as a rule the work turned out by the D class worker was of the most trifling nature, that you had to put them either on C or send them to the kitchen. Was this on piece-work or task-work?—On all task-works. As a matter of fact they were fined when it was found that they were, judging from their physique, fit for C or B and persistently did not work.

What work did you expect them to do?—B class 8 cubic feet, C class 6 cubic feet, the ordinary work is 12 cubic feet.

Do you think they did not do their work because they did not care to work?—Yes.

And they knew they would get the minimum wage?—Yes, and they took it.

I suppose you advise that we should start with piece-work at the beginning of the famine?—Yes, and then they will not bring children and dependants. I have tried it and found it to be very successful and economical—of course I tried it on a very small scale.

Do you think an inefficient labourer can earn enough?—Yes, if he liked to work: the Kunbis and others we had were people who were unaccustomed to metal-breaking.

Who fixed the piece-work?—I fixed it myself; it was a work belonging to the District Local Board.

How many rates had you?—We calculated the time that it would take to produce 100 cubic feet and the price of grain, and I fixed the cost at Rs 11-0 for 100 cubic feet. The ordinary rate, I understand, is Rs 2 for 100 cubic feet. The total number of workers was 34,790 units, and the amount spent, Rs 4,390.

Did the children work?—Yes; they helped their parents.

Did they arrange their own gangs?—Yes, generally. They came from villages at a distance of 5 to 6 miles.

You say in your written note that it should be made clear that the mere failure of crops should not *per se* be a reason for remissions or suspensions. Have you given remissions?—No, there have been suspensions, but I think had it not been for plague a large amount of land revenue would have been paid, and even now I do not think there will be the slightest difficulty after the plague has disappeared. The people are very much afraid of the sowcar coming to collect the grain before it can be sold and the land assessment paid. The revenue of the district is Rs 5,56,000, out of which at the end of January there was only Rs 54,000 outstanding, and now, perhaps, Rs 30,000, which can be easily collected.

Was the mortality large?—Yes, among cattle. I do not think the people themselves suffered much. I saw no signs of it.

Were any takavi advances given for cattle?—Yes, but there was no decrease in cultivation because cattle were not obtainable.

Any takavi for wells?—Yes, a good deal of money was given, but the money spent on some wells has been useless, because they have not been able to get water.

Do you think they clean their wells in days of necessity and then allow them to fall in? Is that done in Nasik?—In Bijapur I think they allowed the wells opened in 1876-77 to fall into disuse, but in the last famine they repaired them. It is, however, advantageous to keep them up. Probably they will now keep them up, but it is hard to say.

(*Dr. Richardson.*)—Did you find people thriving on the D wage? Was it not a kind of gratuity?—Yes, but I saw no signs of deterioration.

What work did you give those who could not work or were dependants?—They were made to clean camps, and were given a little work, which was enough for them.

Had they anything else to supplement the D wage?—They must have had something to supplement it. Comparing my experience with that of 1876-77, I never came across any case of destitution. I have known of people on the works taking three or four days' holidays.

You think the D wage enough to keep an adult man and woman in health?—I do not think they can do hard work on it, but they can be kept in health on it.

(*Mr. Monteath.*)—Had you any experience in employing weavers in their own line?—On a very small scale. We gave them orders for cloth. We have still some cloth left, but I think we will be able to recover the cost. The cloth is better and cheaper and the Municipality will not lose.

Have they a large stock in hand?—Yes.

Those who were not employed in their trade I suppose worked on the works?—Yes, they were put to metal breaking, and got used to it, and practically preferred it to working at their own trade.

(*President.*)—These were weavers of the town?—Yes. They were as a rule old men, who spent their lives in sitting.

When was an effort made to give them special relief?—At the end of December 1896. When we found that their hands were bruised and that they could not break stones we then gave them work by supplying them with thread, etc.

Did you supply them with looms?—No, they had their own looms; the Mamlatdar and the Municipality supplied them with thread. The Sinhasht year, however, had as much to do with stopping the trade as the famine.

You did not send them to their sowcars?—No; during the Sinhasht year there is very little work to be had.

You think those who reverted to weaving work found that their hands had got hard by metal breaking?—Yes, to a certain extent.

You do not think that this will hurt their sense of "touch"?—Oh, no. Touch has nothing to do with their work; their delicate touch or soft hand is owing to their being confined in their houses.

(*Mr. Monteath.*)—In the case of the Malegaon weavers, you did not find it possible to open small schemes for them?—No, but there was no necessity for it; there was demand in the market for the coarse cotton cloth woven by them. The Yeola people worked in silk which had no demand.

Did you relieve many Malegaon weavers?—Yes, but on ordinary relief works.

Is there a considerable stock of silk in Yeola now?—Yes, there is a large stock.

There were some complaints about the difficulty in getting labour for the Godavari Railway works?—Yes, that was in May, but the works were carried on by contract and the contractors did not give sufficient wages, while our wages were regulated strictly in accordance with the rate of grain.

You did not close your works to induce them to go to the Godavari works?—No, we had no control over the rates paid by the Railway contractors, but so far as possible, by the disposition of our works, we tried not to enter into competition.

Are you quite sure that the children on Local Fund Works were not fed from the Gratuitous Relief Fund?—Yes.

What did it generally cost to repair a disused well?—About half of what it would cost to dig a new well.

In your district the price got for fodder nearly covered the expense?—Yes.

I find from your Administration Report that the death rate of the district was high. What was it owing to?—The mortality in the hills and the Girna valley was high, otherwise the death-rate was normal and had nothing to do with scarcity.

MR. EDULJI RUSTOMJI, Vice-President, Ahmednagar Municipality, called in and examined.

I put in a written statement of evidence.

It was about the beginning of October 1896 that the pinch of scarcity began to be felt in the town of Ahmednagar and its surrounding country. Until the beginning of

the rains in the month of June 1896, people seemed to have had stocks of fodder and grain from the previous year's produce. The storms and few good showers in the commencement and the news of floods in Gujarat, Sholapur and other places made people believe that they were going to

Mr. H. F. Silcock.

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Mr. Edulji Rustomji.

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Mr. Edulji
Rustomji.

3rd Mar.
1898.

get a most favourable monsoon and bumper crops, and that in consequence both grain and fodder would become far cheaper than what they were. It was on this supposition that a number of people disposed of their stocks in the hopes of buying them cheaper in the immediate future. In this, however, they were deceived, as they found to their utter dismay and mortification that the rain that fell was merely a precursor of a storm which passed away, and that the real monsoon was an entire failure during the year. The prices of grain in the local market began to rise in the month of September 1896. The clouds which overhung throughout the monsoon months gave hopes of rainfall and people held out until the end of September. In October all hopes of rain were given up and the prospects began to look gloomy and to assume the serious form of a threatened famine. At this time the prices of grain and fodder went up by leaps and bounds. Grain-dealers and merchants, hearing of the riots and "loots" in Sholapur, Aurangabad and several other places, and of the dacoities even in our own districts, became uneasy and closed their shops in the markets. Import of grain stopped and the people began to be restless and uneasy and complained of there being no shops open to get their grain from. Government relief works and the opening of the "City Famine Relief Grain Shop" came to their rescue at this time.

2. With a view to enable people to buy their food-grains certain leading grain-dealers and merchants were assembled in a meeting, and it was amicably settled that they should open their shops for business, the officials being ready to assist them with Police for their safety. It was further agreed at their meeting to limit the maximum prices they should ask for the commonest of grains, that is, jowari and bajri, for a period of 13 months to all consumers who would buy them in quantities of not more than a bag or about half a *pullah*. The prices fixed and the periods for which they were agreed to be in force were as follows:—

| PERIOD. | | Description of grain. | Maximum price per pullah of 350 lbs. |
|-----------------|----------------|-----------------------|--------------------------------------|
| From | To | | |
| October 1896 . | February 1897. | J wari . { White . | 15 |
| | | { Yellow . | 14 |
| February 1897 . | June . | Jowari . White . | 15 |
| | | Macca | 13 |
| June . | August . | Jowari White . | 20 |
| | | Macca | 12 |
| | | Satu | 12 |

Besides agreeing to the above limits of maximum prices to be charged to consumers, the merchants agreed not to speculate in grain amongst themselves and thus to run up the prices.

3. The above arrangements had the effect of restoring some sense of safety of their goods and their lives amongst the grain-dealers, who opened their shops and resumed their business. This, however, they did very cautiously. They exposed only small quantities of grain at a time for sale. Special Police were at this time posted in the grain market. In token of their promise to abide by the above amicable settlement, the conditions were put down on a paper and signatures of the leading grain merchants were taken on the same.

4. About the time that the above arrangements were made with the local grain-dealers to open their shops, a Famine Relief Grain Shop was opened in the grain market on 19th October 1896. A public meeting was at this time called by Khan Bahadur Nusserwanji Cursetji and others to raise a public subscription to conduct the grain shop already opened, and to offer such other famine relief as may be decided upon at the meeting. A copy of the proceedings of this meeting is attached (*vide* pages 235-36). Subscription lists in accordance with the proceedings of this meeting were started and sent round amongst the people in the station. Rs. 9,000 were in all subscribed and Rs. 757-6-0 up to date have been recovered. Working committees were appointed at the meeting. The support of the local Municipality in taking up the management and responsibility of conducting

the business of the Famine Relief Grain Shop was enlisted; but Government having disapproved the Municipality taking up the risk and responsibilities of such institution, the Municipality retired from its management on 1st March 1897. On the day the shop was opened, a perceptible drop in the prices to the extent of Rs. 2 per *pullah* was noticed in the market. The prices thenceforth became more steady and were regulated according to the prices which prevailed elsewhere in large grain-selling centres, such as Poona, Sholapur, Dharwar, Madras, Godhra, etc. Grains for sale at the shop were obtained by sending agents to Dharwar, Madras and to the towns and villages of the Ahmednagar District, and were obtained from the "Bombay Grain Trading Company, Limited." The following table gives the number of bags and *pullahs* obtained from each of the different places with their aggregate value:—

| Price. | Description of grain. | Number of Bags. | pullahs. | Aggregate value. |
|--|--------------------------|-----------------|----------|------------------|
| | | | | R |
| Khandesh . . . | White Jowari . . . | 128 | 76 | 1,520 |
| | Yellow Jowari . . . | 500 | 316 | 5,240 |
| Madras | White Jowari . . . | 536 | 308 | 5,456 |
| | White Jowari . . . | 387 | 231 | 3,940 |
| Ahmednagar District . . . | White Jowari . . . | 1,687 | 971 | 16,700 |
| | Yellow Jowari . . . | 642 | 348 | 5,975 |
| Nagar Town . . . | Macca and Macca crushed. | 377 | 235 | 3,100 |
| | White Jowari . . . | 181 | 82 | 1,804 |
| Bombay Grain Trading Company, Limited. | Bajri | | | |
| | White Jowari . . . | | | |
| Sholapur | Macca | | | |
| | Satu | | | |
| Broach | White Jowari . . . | 20 | 9 | 190 |
| | Macca | | | |
| | Satu | | | |
| | Total | 4,406 | 2,612 | 43,973 |

5. When the Municipality retired from the management of the grain shop, a well-known gentleman of Karachi of the name of Seth Vishindass Nihalchand, at my request, took up the management of the shop and the consequent risk of loss therefrom. He did this purely out of charity. He sent for sale at the shop from Karachi the following grains:—

| Place. | Description of grain. | Number of Bags. | Pollahs. | Aggregate value. |
|-------------------|-----------------------|-----------------|----------|------------------|
| | | | | R |
| Karachi | White Jowari . . . | 800 | 800 | 10,800 |
| | Red do. | 800 | 633 | 9,100 |
| | White rice | 500 | 333 | 6,000 |
| | Red do. | 400 | 267 | 4,800 |
| | Wheat, Bajri, etc.. | 160 | 67 | 1,400 |
| | Total | 2,700 | 1,800 | 31,900 |

He sent his own agents and sold the grain at a rate about one measure "*sher*" per rupee cheaper than the prevailing retail market rates. The grain was cleaned before it was offered for sale. Full and correct measures were given. Quantities up to half-anna worth were dealt out to the poor consumers; copper in payment up to half a rupee was received. The shop was kept open from early in the morning till 8 p.m. daily. The City Funds bore the cost of the shop establishment, the rent of the shop, and exchange of copper coins into silver, and paid also the octroi duty on grains imported for the shop. Of the different sorts of grains sold at Seth Vishindass Nihalchand's shop, rice, both red and white, was in large demand and people seemed to take to them most. It appears that this grain was most suited to those who had had to do no hard work and were weak in constitution, as they said they could digest it easily. Maize, which was obtained from the Bombay Grain Trading Company, Limited, was offered for sale at the shop, but it was not liked so much as rice, but being sold cheaper it was bought by the people, who began to accustom themselves to the use of it as food-grain. It appears maize requires to be crushed before it could be ground or that it had to be twice ground in the mill before it was made into flour fit for bread.

6. In order that better and well-to-do people, who could do without relief may not get the benefit of the relief shop, the limit of maximum quantity of grain sold to each individual during the course of a day was at first set down at one rupee. Subsequently it was reduced to half a rupee and eventually to one-fourth of a rupee, as the rush of people

to buy the grain increased. It appeared that people were trying to buy as much grain as they possibly could get to store for worse days they anticipated. Some of them were known to have sold their ornaments and household things wherewith to buy their stock of grain. Some of the families sent to the shop each of its members to buy the minimum quantities daily, and others tried to buy often during the course of the same day, but were stopped from doing so. Some petty dealers tried to make a profit out of the shop by sending different persons to buy the minimum quantities and to sell the same at their shops at better prices. This also had to be put a stop to. The shop was kept open throughout the famine and some of the bags left on hand belonging to Seth Vishindass Nihalchand are still being sold there. The following figures approximately give the extent of the loss which may be distributed amongst the three sources from which money was obtained for the business of the shop, viz. :—

| | Loss | R | a. | p. |
|---|------|--------|----|----|
| 1. The City subscriptions | | 8,757 | 6 | 0 |
| 2. The Indian Famine Relief Fund from England—amount received through the District Charitable Relief Fund Committee, Nagar, | | 2,000 | 0 | 0 |
| 3. Seth Vishindass Nihalchand | | 12,000 | 0 | 0 |

7. Certain quantity of grain required for purposes of grain dole was purchased with Seth Vishindass's permission from his shop at a cheaper rate than that ruling in the market. The shop was availed of by a very large number of people from the town, the surrounding villages and the cantonment. Some of the people from the Kapurwadi relief work, which is within 4 miles of the market, also came to purchase their grains from this shop. Their number was largest on Sundays, when they specially came to the town to buy their weekly stock of grain and other household articles. The number of purchasers at the shop at one time reached over 4,000 people. The maximum sale was about 50 bags. I am of opinion that if grain shops for famine relief purposes were managed with restrictions as to the minimum quantities to be daily issued to each consumer and as to the commonest of grains used by the masses of poor people being sold there, these shops would be the best mode of relief to the largest number of people at the smallest amount of loss. The relief will be extended not only to the labouring classes but also to respectable middle class people, who through self-respect do not beg or who are constitutionally unfit to join relief works. Such restrictions as above would prevent the shops interfering with any of the principles of free trade. Merchants and traders cannot possibly do business by buying in such small minimum quantities of the commonest of grains.

8. Seth Vishindass Nihalchand, to whom I had also represented the difficulties experienced by the people of Sholapur similar to those felt here by people, was graciously pleased to open a similar famine relief grain shop in the town of Sholapur. This, however, was done about the close of the famine. Yet I learn the shop has had its good effects and the relief obtained by people therefrom was not by any means small. I am informed by his agent that the loss he had sustained at Sholapur on account of the grain shop amounted to nearly Rs. 16,000.

9. About the month of December 1896 it was found that several of the poor people were not in a position to provide food for their children and were neglecting them. The City Working Committee at this time thought the time had come when some special mode of relief was needed for these children. They, with the assistance of the local Municipality, put into repairs and habitable state a portion of a mosque in the city called "Faradkhani Mashid." This very building was used for keeping up such children during the famine of 1877-78. Baths, kitchens, latrines, etc., were specially provided. The children that were in need of such relief were registered and kept in charge of parents or guardians who chose to remain with them. In the commencement there were 21 children in this institution. Mothers and guardians who remained with the children were given grain doles. Cooked food was given twice, morning and evening, to the children. His Excellency Lord Sandhurst, Governor of Bombay, visited this institution on 11th January 1897. Amongst the children there was an orphan Maratha girl, 3 months old, abandoned by the parents. The child was brought from the village of Arangaon in this district. It was left in the village temple. The cost of this institution was originally met out of the city subscription and subsequently was borne by Government. When the poor-house was opened, this institution was closed on 19th February

1897. At the time the institution was closed there were 111 children in it. Of these, only a few went to the poor-house in the beginning, but most of them afterwards followed. The City Committee was giving grain dole about the month of February 1897 to 194 women and children dependent on them. The number of these relief recipients increased towards the month of July and reached the highest number of 2,100 people. At this time the City Subscription Fund was found too meagre to stand the requirements of so large a number. The Committee thereupon applied to the District Charitable Relief Fund Committee for pecuniary aid from the fund provided by the Indian Famine Charitable Relief Fund Committee of England. The District Charitable Relief Fund Committee responded and recognized the City Committee as their own branch and entrusted them with the management of the English Funds so far as would be apportioned for the benefit of the residents of the city, the cantonment and the village of Bhingar. The City Committee received from time to time different sums for dole purposes, aggregating to Rs. 13,191 in all, from the District Charitable Relief Fund Committee. Of the total amount received, only Rs. 736-14-0 were for clothes. Besides the amount of clothes received from the District Charitable Relief Fund Committee, the following pieces of cloth were received from England also through the District Charitable Relief Fund Committee :—

| | |
|---------------------|----|
| (1) Skirts, cotton | 56 |
| (2) Ds. flannelette | 4 |
| (3) Chadars | 43 |

10. The doles only to such persons and families were given as were certified by certain members of the City Committee to be really deserving of help. The distribution of grain doles to Native Christians of the city was entrusted to Mrs. Bissell of the American Mission here and to the Bhingar and Cantonment people was entrusted to one of the members of the Committee by name Mr. Assaram Seth of Bhingar. Mr. Mohanlal Hiralal, Pleader, had somewhat hard work to do in this business. He distributed grain doles and clothes with his own hands to the numerous recipients from the city. The Bhingar and city people received these doles weekly, 7 days' stock being dealt out at once. Mrs. Bissell gave the doles daily. The scale on which the doles were given was in the beginning half a measure *sher* or 1 lb. 6 oz. by weight of grain for each adult, and half that quantity for each child between 12 and 3 years of age. This scale, however, the Committee was obliged to reduce to $\frac{1}{2}$ *sher* per adult and $\frac{1}{4}$ *sher* per child, as they found that the number of recipients increased to such an extent that it was not possible to meet on the original scale. The total number of dole recipients at one time increased to 3,200 souls. This was about the month of October 1897. *Parda nashin* women, mostly Musalmans, and a few Pardeshi women were sent their dole grains to their houses through some authorized persons or relations, as it was found they would not come out themselves to receive the same. Members of the City Committee were authorized to give secret relief of grain or clothes to respectable persons reduced to poverty on account of previous misfortunes and who, therefore, during the famine were found helpless. This relief was enjoined to be strictly confined to such people as would rather starve than come out and ask for help. For myself, I had to relieve in this way one Bohora, one Pardeshi, two Brahmans and one Musalman families. The other members had also relieved some. Mr. Mohanlal Hiralal, the Joint Secretary with me, relieved a larger number of such families than I did. Doles of clothes were given to such persons as were in receipt of grain doles, and, but for the clothes given, they would have remained without them. Professional beggars were excluded from doles, both of grain and clothes. They were found to earn their bread by begging. Besides, they had the option to go to the poor-house and live there. Each dole recipient was given a ticket, on the production of which the dole was registered and issued. The city doles were distributed at the grain shop in the market.

11. On the 22nd of June, the Diamond Jubilee celebration day of the reign of Her Most Gracious Majesty Empress Victoria, the value-money of the day's grain doles was handed over to the Celebration Committee of which I had the honour to be the Secretary. That Committee, with the addition of a larger amount from funds raised by subscription, gave doles in superior grains, consisting of wheat, rice, dal, etc., etc., and half anna in copper to all who came for it on the celebration day. The number of such recipients was over 7,000 people. Special temporary doles, to last for two or three days and sometimes for a week, were given to such persons as seemed to be in need of them while on

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journey from one place to another in search of employment or work or to those who were found unable to work for a time owing to ill-health or some such cause. Besides the dole-money received from the District Charitable Relief Fund Committee and clothes from England, His Highness the Maharaja Holkar, who happened to pass through Nagar during the famine, sent 231 bags of grain, of which 91 were apportioned for dole distribution in the city. The bags contained two descriptions of grain, jowari and bajri. The American Mission placed 521 bags of American corn, consisting of 30 bags of "beans," 333 of "maize," and 158 of "rye," or about 10 tons of grain, valued at about Rs2,100, at the disposal of the City Committee. This was done through Dr. Miss Julia Bissell of the American Mission here. This grain was utilized in giving doles to the people. Some of the poor people, who had lost their relatives on account of the plague and were in consequence unable to maintain themselves, were also given grain doles.

12. The boys and girls of the Free Schools, who are mostly from poorer classes, were given uniform suits prepared from out of the English relief cloth. The boys were mustered one day by Mr. Mohanlal and were given the new suits, in which they looked so tidy and gay, and went home contented and grateful for what they received. It was a pleasing sight to see them march in a procession in their new suits. Amongst the recipients of the city doles there were some families particularly noted as being from a very respectable parentage, but by misfortune reduced to poverty and during the famine compelled to accept the doles sent for them to their places. One of them was a Mahomedan Inamdar's family and another a respectable Brahmin family. Both would have starved themselves in their houses if the Committee had not sent grain doles to them. Besides the grain doles, passage money to certain people to enable them to travel to their relatives at out-stations by rail or by cart were given as a special relief. Railway tickets were bought and given to them. The number of the recipients of this relief was but small, and the whole amount spent was within a hundred rupees. In one or two instances in which the grain doles were not considered as the proper food of the recipients, money dole extending to Rs5 per month was given.

13. Besides the doles given from out of the above sources doles were given privately to a number of people by Mr. and Mrs. J. S. Haig of the Christian Literature Society for India, also by several members of the American Mission here and Rev. Charles King of the S. P. G. Mission.

14. In going round the city to a number of respectable and well-to-do people for the purpose of collecting subscriptions personally in company with Mr. Mohanlal Hiralal, I noticed that there was scarcely a respectable house from which some quantity of grain was not distributed daily to the beggars and mendicants who called for the same. Some were found to give a pice and grain, others grain only, and others pice only. In this manner I think a number of poor people were being maintained by the well-to-do without the relief coming to prominent notice.

15. The Marwadis have charitable funds, from which they permanently maintain a charitable institution from which food enough for a day's ration is issued to every traveller who asks for it. This institution is called "Sadavart." I am informed that throughout the famine time from 50 to 100 people received grain and flour rations from this institution. It is situated in the centre of the city in Navi Peith, and is managed by the principal cotton and grain-dealers of the place.

16. In the management of the doles and also of the poor-house, the local Police heartily co-operated and gave a ready and valuable assistance. The City Chief Constable was one of the active members of the City Committee, and made himself specially useful to the Committee.

17. The poor-house was opened on the 16th February 1897. It was erected on the east bank of the river Seina on a plot of forest land covered with babul trees. Its situation was about three miles on the Malegaon road from the city. The camp consisted of about 150 huts constructed of bamboo matting covered with gunny bags, some of which were coated with dammer. Each hut was 12' x 8' x 7'. Fifteen huts were set apart for the hospital, five for cholera patients, and two for small-pox patients; a large separate shed for the confinement of women was also provided. An office room, two kitchen sheds, a store, a Superintendent's quarters, establishment huts, shed for children's school, enclosure for women's bath, a dispensary tent with Hospital

Assistant's quarters, etc., etc., constituted the poor-house camp. The huts were arranged in rows for different castes of people, with signboards showing the same. Each row had lamps for light at night. A well situated on the river bank was reserved for water for kitchen and drinking purposes. It was cleansed once every week. The steps leading to the bottom were closed up and water was drawn by a wheel and bucket for consumption. Additional spring or "zirraha" were dug up in the river bed for washing and bathing purposes, one for each different caste. Each hut was provided with a matting for the floor and a *chati* for drinking water. The establishment consisted of a Superintendent, a store-keeper, a clerk, karkuns, ward boys, Ramoshis, Hospital Assistants, sweepers and mashals. Cooking and bringing of water was done by the inmates of the poor-house. Besides the establishment a barber was occasionally provided. On the day of the opening of the poor-house there were only 27 inmates. Within about a month's time the number rose to 150. On the 10th of September the number reached the maximum figure of 586. Each inmate was admitted on the production of a pass issued by a member of the Committee specially appointed by the Collector to assist the Taluk Revenue Officer. The number of inmates would have been by far the larger, but as the inmates recruited strength and were able to do work, they were sent off to the Kapurwadi tank works, where some went willingly and others reluctantly. The Working Committee mentioned above consisted of—

- (1) R. E. Enthoven, Esq., I.C.S., First Assistant to the Collector;
- (2) Surgeon-Major H. W. Stevenson, Civil Surgeon;
- (3) Rao Bahadur Prabhakar V. Gupte, 1st Class Subordinate Judge;
- (4) Rao Bahadur V. B. Wadekar, District Deputy Collector;
- (5) Mr. B. S. Cardmaster, Chairman, Municipal Managing Committee;
- (6) Mr. Mohanlal Hiralal, Pleader;
- (7) Mr. K. V. Patwardhan, Pleader;
- (8) The Mamlatdar of the Taluk; and
- (9) Myself.

18. Each member by turn visited the poor-house morning and evening, specially at the time of meals. The members wrote down their suggestions in a visitors' book kept there for the purpose. They usually noted down the number of inmates present each day. Their suggestions were considered by the Assistant Collector, Mr. Enthoven, and given effect to as far as practicable. Two meals were given daily, one at 11 A.M. and the other at about 6 P.M. The meals consisted of jowari bread and dall, or dall and vegetable cooked together. Bread was made of ascertained weight according to the scale specified in the Famine Code scale. The inmates were seated in rows on platforms of earth specially prepared for different castes. They were served their meals usually in the presence of one of the members of the Visiting Committee. Children were found to need a piece of bread extra for breakfast every morning at about 7 or 8 A.M. It was provided from out of the charity fund. The Malegaon road passed through the camp and needy travellers who passed by on their way to works or to other villages were given each a meal when passing. Able-bodied women were availed of to cook the food for the inmates. Some were employed in bringing water and others in looking after the disabled-bodied and weak and bed-ridden people and children; others in helping at the hospital. Some of the children were made to bring sand and to clean the vicinity of their huts and make the roads to their huts look decent. Food for the infirm, old and incapacitated people was sent to their huts. Weak people and hospital inmates were given special suitable cooked rations or food, which consisted of rice and milk. Infants were given milk twice morning and evening. Three milch goats were kept on the premises and the rest of the milk was bought at the nearest village. Country soap for washing and oil for the hair for women was provided from out of the charity money.

19. Some of the inmates on arrival at the poor-house complained of the insufficiency of rations which were issued in accordance with the Famine Code, but within a week of their arrival they were accustomed to the scale and seemed to be contented, the new arrivals always complaining and the old ones settling down within a week. The general health of the inmates was, however, good, specially of the children. Cases of ordinary complaints were treated in the

hospital sheds. A blind professional beggar was troubled with some skin disease, which was visible on his face and which complaint he was suffering from for some time. It was perfectly cured at the poor-house and he acknowledged his gratitude for the same.

20. A Hindu, mason by caste, came to me about in skin and bones. When he came he was not able to stand on his legs or move about without assistance. He was given some milk and sugar the first thing, and was sent in a cart to the poor-house, where he was put on rice and milk diet. In about a month's time he was able to move about and began to partake of the ordinary meals. In a month and a half more he went about his business, not wishing to stay longer in the poor-house. When he left he seemed quite a changed man. I enclose three photos of the poor-house. In the group photo this man figures prominently in row No. 1. The above mason had a daughter and a very weak wife. The daughter had on her foot silver anklets worth about Rs25. When the mason was brought to me for help, I asked him why he did not sell the ornaments on his daughter to buy grain for his and his daughter's living. At this he sighed deeply and said the daughter was married a year ago, that the silver was the property of his son-in-law, and that he would rather die of starvation than sell the ornaments for his maintenance. The wife was put on doles for nearly 3 or 4 months.

21. In the shed for confinement, six women had safely confined. The Hospital Assistant attended on them. The Civil Surgeon, Surgeon-Major Stevenson, frequently visited the poor-house. He very much interested himself in all the cases and always noted down any sanitary defects or any suggestions needed in connection with the water-supply. The Hospital Assistant always consulted him as to the treatment of the cases in the poor-house. It was in the month of August that certain cases of cholera occurred on the Kapurwadi tank works, and subsequently two cases occurred in the poor-house. The total number of people who succumbed to this malady at the poor-house was 10.

22. The Hospital Assistant, a young man by name Hanmantrao, was treating these cases of cholera personally and contracted the disease himself and fell a victim thereto. His loss was felt much by the members of the Poor-house Committee, as he was an intelligent and promising young man full of zeal for his work.

23. At one time several inmates of the poor-house showed symptoms of scurvy. The Civil Surgeon immediately ordered extra salt in the food of all the inmates and this had its good effects. There were in all three abandoned children sent to the poor-house, including the one from Arangaon mentioned above.

24. Notwithstanding that the Arangaon child was placed under the care of a wet-nurse and that goat milk was specially provided for her, the child died at the poor-house of "diarrhoea" when 10 months old. The second child is a boy of Maratha caste. He was sent to the poor-house by a Mamladar. Since the close of the poor-house he has been taken care of and is being brought up in a respectable manner by Rao Bahadur Nathu Bapuji, pensioned Police Inspector, who has taken charge of him. The third is a Mahar child, also received from the district. This child was about 9 months old when received at the poor-house. It has been kept in charge of a Mahar family, which is still provided with help.

25. When the number of children increased in the poor-house, a school was opened for them where the deceased Hospital Assistant, Hanmantrao, gave them lessons in the rudimentary knowledge of Marathi. They were provided with slates, pens, and books, and their number at one time was about 40.

26. Country blankets and clothes were issued to all the inmates who seemed to be in immediate need of them. This was done from the charity money from England received from the District Charitable Relief Fund Committee.

27. About the time that cholera made its appearance in the poor-house camp, several women and men came to me on one of my visit days and said they wanted to perform a certain religious ceremony to drive away, or rather to appease, the cholera deity, but that they had no funds to do so. Without such ceremony it appeared they felt that they were unsafe, and to me they looked frightened and uneasy. I inquired what they wanted to do, and got for a reply that they wanted to propitiate "Mahamari" by doing certain *puja* (worship) first and then feed a feast to certain persons who would take part in it. I inquired the amount required, and being told 14

rupees would suffice I paid the amount through the Superintendent, just to make them feel easy, knowing the amount would go to feed some of them and would make them all feel comfortable and easy. The ceremony, the Superintendent told me, was done. The people thenceforth did not complain to me of the fright, although two or three cases had occurred since then and had proved fatal.

28. A Chambhar (shoe-maker), a blind old man, had come with his daughter-in-law and his six grand-children in age from thirteen years downwards. The children were the issues of his daughter-in-law. The daughter-in-law was about forty years. She unfortunately died at the poor-house of cholera. The blind old man on my visit cried bitterly for his loss. He was the only person to whom now the care of his grand-children was entrusted. He begged me very piteously to let him have some money to enable him to perform the tenth-day ceremony (after death) of his daughter-in-law and to give the feast in connection therewith. He said his soul would not rest at ease without such ceremony. On hearing that the cost was only Rs4, I provided the same and found the shoe-maker could not contain his gratitude.

29. About the "Polla" day several Hindu women in the poor-house begged to be helped by being provided with bangles. They considered it inauspicious to be without them on the day, specially those of them who had their husbands living. I had a small sum of money left with me by a Parsi friend for any extraordinary expenditure in connection with the poor-house, and I provided Rs15 therefrom for the purpose. About 60 women and 25 girls were provided with glass bangles from out of this amount.

30. The poor-house inmates were not allowed to leave the camp except on very emergent calls and exceptional occasions. No compulsion was used in forcing people to go to the poor-house, although certain persons fit to go to the poor-house wished to be given doles in preference, but their wishes were not complied with.

On almost all the general Hindu holidays, and on the Mussalman "Id" day and on the day of the celebration of the Diamond Jubilee, feasts of dainties were given by native gentlemen who visited the poor-house, at their cost. Some distributed clothes also.

31. On 1st October 1897 there fell heavy rain towards the north of the poor-house in the direction of the source of the Seina river, on the east bank of which the poor-house stood. This was an unusual rain, accompanied by floods of unusual magnitude. The rain fell between 8 and 9 p.m. and water began to rise in the river at about 10 p.m. The Superintendent, a pensioned Police Constable, Mr. Gangaram, foresaw what was going to happen and set all the members of the establishment to drive away the inmates from out of the huts on the extreme edge-bank of the river to the higher land towards the east. While this was being done the water rapidly rose, and in about 15 or 20 minutes some of the extreme end huts were nearly drowned. The flood washed away the dispensary tent and some other huts. Some of the inmates seemed to have lost their presence of mind and did not leave their huts in time to escape the flood. The establishment, however, worked hard and with zeal, and brought out every soul, including those in the hospital huts, some even from four feet depth of water. The Superintendent and the Hospital Assistant did excellent work in saving the lives of some of the inmates. One very old man of about 70, who was once dragged out by the ward-boy against his will, as he would not leave his copper utensils behind, went in again into the water to fetch his belongings. His doing so did not attract notice as it was night. He was found in the morning dead, entangled in a tree about 100 paces from the kitchen. The dead body was disposed of as usual. Early in the morning of the next day all the inmates of the poor-house were removed from this camp to the large and spacious dharmshala near the Surjapur gate. The dharmshala is a pucca tiled building with room for 300 people in the main building and for 100 more in the outhouses. It has latrines, water cisterns and many other conveniences provided. Within a week of the arrival at the dharmshala, those inmates who were fit for light work were sent to Kapurwadi for work. Those who were weak and disabled, including the children, were sent also to Kapurwadi, but to be maintained and fed without their being made to do any work. A few of these were given doles until they were able to find their relatives and to go to them for their maintenance. On the 5th of October 1897 there happened to be the Dasara Hindu holiday. The last feast was given to the inmates on that day in the dharmshala, and the poor-house was closed on the 7th of October 1897.

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33. The poor-house institution was a complete success in Ahmednagar. When the institution was closed several of the inmates expressed their deep gratitude and shed real tears of gratitude, while they poured forth blessings after blessings to the "Sarcar" and to everybody else who had anything to do to save them from privations of famine. Some of the blessings were enough to move any man, and so I was, when I heard them and saw what benevolence the Government was doing to these poor people.

With regard to the poor-house I would make the following suggestions:—

(1) That a working committee of officials and non-official members together may be constituted for the management of future poor-houses, as was done in the management of the Nagar poor-house during the present famine.

(2) That a visitors' book may be kept and offered to all visitors for remarks just as was done at Nagar. Similar books may be kept on all famine relief works.

(3) That the sites for poor-houses or any camps in connection with famine relief be selected clear of even an extraordinary flood mark. It appears that such floods usually follow years of famine.

(4) If practicable, milch goats or cows be kept on the poor-house to provide fresh milk for children.

84. The town of Nagar has amongst its population about 4,000 weavers with about 2,000 hand-loom, and Bhingar about 1,500 weavers with about 1,000 looms. It was these people that began to feel the pinch of famine earlier than other working classes. The local cloth merchants, who made every evening purchases of the *lugadies* turned out by these weavers, being overstocked, stopped buying any more. The weavers, who most of them lived from hand to mouth, could not thus get their *sanangs* (pieces of cloth) disposed of, even offering them at prices which scarcely left any margin for the return for their labour. They thus began to feel the difficulty of earning their livelihood. As a rule, this class of people are ordinarily weak in body, and it is seldom that one comes across a stout and well-built Sali, Koshti or Padamsali. Several of the weavers left for other districts in search of employment, and a number of them also went to relief works, which were principally restricted to stone-breaking. It appears that those who went on stone-breaking work were not able to stand its wear and tear consequent upon this description of labour. Some of these had come back from the works. Fortunately for them the local Municipality had undertaken the clearing of the underground drains and road-side gutters in the city. This was taken up as an extraordinary plague measure and was carried on in consequence on a large scale. Although this work was not of as clean a nature as the weaving of the cloth, the weavers undertook the same readily and willingly and at one time their number on this work reached the large figure of 2,100 people. When the work of drains was approaching its end some of the people were admitted on the Kapurwadi tank work. Others were asked to go to stone-breaking works before they could be taken on at the Kapurwadi tank work. Some of those that did not go to any of the relief works, but were found idling in the town, were given relief in their own profession by the City Committee. They were asked to turn out *lugadies* on their own handlooms, which were purchased from them by the Committee for charitable distribution under the orders and authority of the District Charitable Relief Fund Committee. The money for the purchase of these *lugadies* to the extent of Rs. 4,000 was provided by the District Charitable Relief Fund Committee from out of the Indian Famine Charitable Relief Funds. About 2,400 pieces of cloth were purchased in this manner from out of the funds provided.

35. About 50 to 70 families of these weavers were also relieved at the cost of funds which the Revd. James Smith of the American Mission here collected for the purpose. He provided the materials for the *lugadies* and paid to the weavers for their labour. The cloth which was turned out on the looms, which were worked under his personal supervision and that of Mr. S. R. Bagade, a member of the City Committee, was stored, and subsequently issued partly for charitable distribution to the needy by Mr. Smith, and partly sold for distribution on other relief works. This relief was supported by Sir Dinshaw Manekji Petit of Bombay, who,

I am informed, sent cotton yarn worth about Rs. 1,500 to be used in giving relief to the weavers and the outturn given away in charity distribution to the famished people.

36. At the close of the famine it was found that over a thousand families of weavers were left without the means of earning their bread, they having neither materials nor money left with them wherewith to carry on their craft. Out of these families the City Committee, with the money received from the District Committee, amounting to Rs. 5,000 has relieved 625 families. Each family is given a pass or ticket by the Secretaries, on the production of which yarn and weaving materials to the extent of Rs. 8 in value are issued by a local respectable merchant selected by the City Committee for the purpose. The merchant is given capital to the extent of Rs. 5,000 to buy and keep in stock yarn of the description usually used by the local weavers. He issues the materials at the ruling market prices to the pass-holders at first on the production of the pass, and subsequently on payment of the actual cost which he, the merchant, has agreed to charge. In order to prevent the weavers so relieved disposing of the yarn materials to pay their debts, or preventing their "sawkars" attaching their goods in payment of debt, the Committee have made it a condition to the issue of the yarn, that for a year from the date of the issue the capital worth of the yarn was to be the property of the Committee, and the weaver was only entitled to use it for realizing profits or return for his labour in weaving the same into cloth; that he was to buy fresh yarn every time he sold his outturn; that after the lapse of the year the amount was to be his own.

37. With regard to the weavers, it appears that they are not constitutionally made to do the work of stone-breaking. They may be employed on earth-work, cleaning of drains or soft murum work, or carrying materials excavated. Metal-breaking is suitable to Mahars and Mangs, Beldars, Bhils, Kaikadis and others who ordinarily do metal and stone-breaking work.

38. There are about 50 families of Gavlis (milkmen) including those in the camp. Ordinarily they have about 1,200 cattle with them, the largest number being that of buffaloes. In the city these people have their animals tied up in enclosed yards without a roof. These places, as a rule, are kept filthy and untidy. The Municipality had turned these yards of cattle out as an extra sanitary plague measure. A good many of these Gavlis sent their cattle away to the Khandesh District and to grazing lands in the Nasik District as they found fodder not only extraordinarily expensive and beyond their means to purchase, but difficult to get. As the period of famine advanced, the Gavlis seemed to be in the greatest distress and could not see their way how to keep alive their live-stock. They began to feed their animals on the leaves of any tree that could be got and for which they had also to pay. Head-loads of mango leaves, *bakan* leaves, *seuri* leaves, and several other leaves were daily brought into the market in place of the usual green fodder. The hungry animals had no other alternative but to fill their bellies with whatever leaves their masters could throw before them. I was astonished to see some of the buffaloes, who were of course in skin and bone, eat leaves of the *shindri* palm tree and even prickly pear with the thorns.

39. The Assistant Collector, Mr. R. E. Enthoven, had, at my request, placed some of the pressed bales of hay, received from Government forest land by rail, at the disposal of the City Committee in order to relieve these Gavlis. About 300 bales were received, each weighing from 50 to 100 lbs. The Gavlis were given the hay at half price, i.e., Rs. 7 per 1,000 lbs., but the stock being limited, this could not be given in sufficient quantities for all the Gavli cattle left in the town. The Gavlis themselves had to be maintained at this time mostly on doles. Clothes ordinarily they have but few, and still fewer had they when they were labouring under the famine difficulties. These were given to some of them who badly needed the same. The City Committee, in order to start these useful profession men in life and in their business again, applied and has obtained a sum of Rs. 2,000 from the District Charitable Relief Fund Committee. This amount is intended to be spent in giving donations of Rs. 30 to each Gavli who has no cattle left, and about Rs. 20 to those who have only one left. The money is to be paid to the Gavli on their actually buying a cow or buffalo—animals for carrying on their business. The amount has not yet been paid, as these milkmen have not yet settled down in the city owing to prevalence of plague cases and to plague measures. Throughout the famine period the quality of the milk sold deteriorated and the quantity was by far reduced, and at one time there was scarcely milk to be had in the city. The City Committee

propose to provide a stud-bull and a bull-buffalo and to keep them in the local Pinjrapole for breeding purposes free of cost. The Gavlis will be given every facility as regards the service of these animals.

40. This work is started as a famine relief work between the villages of Kapurwadi and Burhan Nagar, about four miles to the north-east of the city. I

visited the work three or four times while it was going on. To me the camp seemed well laid out, sheds comfortable, provision of drinking water sufficient, hospital accommodation and arrangements good, and sanitary arrangements fair. The children seemed to be well cared for. They looked healthy and not like famine children; special kitchen arrangements were kept for these. The people seemed to take to the earth-work willingly and cheerfully. Shops for sale of grains, vegetable and even cooked food were noticed. It appeared that at the Baniyas' grain shops prices higher than ought to be were charged. The difference I noticed between the prices of the same grain sold in the city and that at the camp at the Baniyas' shops was as much as a measure (*sher*) and a half per rupee.

41. Revd. Mr. Charles King of the S. P. G. Mission here had opened a relief grain shop at the Kapurwadi camp and sold grain a little cheaper than the market rates. The loss which resulted from the management of this shop was about RS,000, but the relief was quite worth it and great deal more. This loss must have saved the poor consumers at the work about four or five times that amount. It appears that the people on this work most usefully employed their Sunday holiday in bathing, washing and going to the town to make their weekly purchases of grain and several other sorts of necessary household articles. The weekly holiday, I think, was quite necessary to enable them to make themselves comfortable and easy during the remaining working days of the week.

42. A school here for children perhaps would have more usefully kept employed the children rather than allowing them to go about all the day and stroll over the works. The Kapurwadi tank work has been nearly one-half done. The puddling has been finished and the banks for the dam have been commenced. If the dam were completed, the work would permanently improve the water-supply of the military camp, the town of Bhingar and partly of the city. It would, besides, make larger quantity of water available for irrigation in the Fara Bag lands now converted into the Remount Depot farm.

43. Of the population of the city, cantonment and Bhingar, and of the people on works at Kapurwadi, Jakhangaon,

Pangarmal, Mirajgaon road, etc., that I have known of, I have learnt of only two deaths that may be ascribed to starvation. Both these occurred in the city. The one was a Vanjari woman, who, it appears, came with some of her caste people from the Moglai side. She on her way stayed at Kapurwadi camp and her other companions came into the city. Those who came into the city, although it was difficult to understand their language, were given grain doles and some clothes also. The woman, who remained at Kapurwadi, was given a day's ration there, and on her way to the city it appears she strolled about for two days and came to the city on the third. She came all exhausted and dropped down near Dr. Miss Julia Bissell's bungalow in the city. She was found dropped in a road-side gutter. Miss Bissell, on hearing of this, went to her relief. She administered some milk to the woman, but she did not recover consciousness. A word was sent to me and I caused the Vanjari woman to be removed in a "dooli" to the City Civil Hospital, where every possible thing to save her life was done, but the poor woman did not come to life.

44. The second was a Sali weaver, an old man, whose wife and children were in receipt of grain doles for some time from the City Committee. The Sali had not strength to work and did not come out for help, nor did his people inform any one that he was living on a very small piece of bread which the wife and children were giving him daily from out of her grain rations. He is said to have died in his house of extreme weakness. Deaths in both the above cases could not possibly be helped, as information did not in time reach those who could relieve them. It was on the occurrence of these two deaths that some of the American Mission ladies and some of the members of the City Committee began to go round from house to house in the city, and give relief of grain and money in their own houses. There was no further case of death known from starvation since. In regard to the saving of human lives from deaths

by starvation, it seemed to be the motto of all and every one who had anything to do with the famine relief to remember the kind and humane message of the Mother Queen Empress to do everything possible and spend anything to save every life of her subject from starvation. His Excellency Lord Sandhurst the Governor's visits to the famine works and camps and districts, I am sure, had had a good deal to do to impress the implicit order and the benevolent desire on the part of Her Most Gracious Majesty upon every officer and non-official who has had anything to do with the famine relief and its measures.

45. The following, I think, are the works which would be Future famine relief works most beneficial if undertaken about Nagar. as famine relief works about the town of Nagar, viz. :—

- (1) The completion of the Kapurwadi tank works.
- (2) The Bhalowni tank as an irrigation work.
- (3) The Kapri River tank near Khara Karjuna.
- (4) The Pimpalagaon Ujjani tank.
- (5) To raise the dam of the Bhatodi tank to increase its holding capacity.
- (6) To dredge out the Bhatodi tank area, as it appears to have been silted up considerably.
- (7) To restore the following ancient existing aqueducts:—
 - (i) The Jakhangaon Aqueduct.
 - (ii) The Nimbgaon "
 - (iii) The Pimpalgaon "
 - (iv) The Shahapur "

46. These aqueducts may be undertaken as water-works for the town or the villages about the town. If they are not required for the city supply, they may be restored as irrigation works, or may be given to private individuals to be restored by them in connection with large industries or for irrigation of gardens. I would also suggest that sinking of new wells in private fields may be encouraged and helped as relief works in times of famine. Advances may be made to the people either as loans (*tagai*) or as donations to help them during the famine period. It is true that a certain portion of the number of wells that may be thus sunk may prove to be failures, but more than three-fourths at least, I think, would be successful. These additional wells will permanently improve the fertility of the land and will enable the landholders in times of famine to grow fodder for their cattle and vegetables for themselves. With the improvement of the lands in this manner, land revenue from assessment would perhaps also increase.

Proceedings of the Public Meeting of the inhabitants of the town of Ahmednagar held at "Anandnidhan" City Theatre, on Wednesday, the 21st October 1896, at 5-30 P.M.

The meeting was well attended by people of all classes and ranks, and the theatre was crowded as it possibly could be. The proceedings were conducted in a most orderly manner.

Mr. Mohanlal Hiralal explained in short the object of the meeting and proposed that Khan Bahadur Nasserwanji Cursetji, who was present, be requested to preside at the meeting. Mr. S. V. Jog seconded the proposal, which was carried amidst acclamation.

On taking the chair, Khan Bahadur Nasserwanji spoke in support of the movement for a retail relief grain shop and wished a hearty success to the undertaking, and said that Mr. Edulji Rustomji would give them a short review of the measures already taken to keep down the market rates of grain within reasonable bounds.

Mr. Edulji thereupon addressed the meeting at length, and gave a history of the movements from its commencement to opening of the grain shop. He said that the grain and cotton merchants had already subscribed about Rs2,800 to meet any loss which may arise by conducting the grain shop, and hoped that the cloth merchants, the sawkars and other traders and residents of the town will follow the example and come forward with their subscriptions as cheerfully as the grain and cotton merchants. He said, if everybody took an interest in the movement and co-operated with each other, a considerable amount of fear and anxiety entertained by a number of people will disappear and confidence will be restored amongst the poorer class.

Mr. Edulji Rustomji. After Mr. Edulji's speech the following propositions were proposed and carried *nem. con.* one by one:—

3rd Mar. 1898. Mr. Shivram Eknath Bharde proposed and Mr. Mahomed Siddik seconded—

I.—That the Collector be requested to open the reserved forests for free grazing of cattle all over the district.

—*Carried nem. con.*

Mr. Kashinath Bahirao Limaye proposed and Mr. Chandanmal Bhagwandas seconded; Mr. Daji Chinnaji supported—

II.—That the Collector be requested to ask the village authorities and officers to speak to and induce the villagers not to obstruct or prevent grains and fodder from being exported from their villages for import into the town of Nagar, especially when enough has been left behind for their consumption.

—*Carried nem. con.*

Mr. Vinayek Ramkrishna Joshi proposed and Mr. Sahadeo Raoji Bagde seconded—

III.—That a grain shop be opened for the benefit and convenience of the poorer classes and for the purpose of keeping down the market rates of the commoner grains from sudden and rapid rises and fluctuations out of proportion to the rates prevailing at other stations.

—*Carried nem. con.*

Mr. Mohanlal Hiralal proposed and Mr. Mahomed Siddik seconded and Mr. Kashinath Bahirao Limaye supported—

IV.—That the local Municipality be moved to take up the management of the grain shop conjointly with the following gentlemen elected on behalf of the meeting on conditions named below.

The gentlemen named were—

- (1) Mr. Panalal Ridkaru.
- (2) Mr. Chandanmal Bhagwandas Pitale.
- (3) Mr. Mukundas Navalmal.
- (4) Mr. Bhau Kothari.
- (5) Mr. Gajanan Daji Nisal.
- (6) Mr. Pandurang Sadashiv Shahane.

Conditions.

1. That out of the popular subscription to be raised, Rs.5,000 be handed over to the Municipality as a provision against any loss in conducting the shop and for paying interest for the money which the Municipality will have to raise for the purchase of grain for the shop.

2. That the Municipality guarantee any loss over and above the amount named.

—*Carried.*

Mr. Edulji proposed and Mr. Kashinath Bahirao Limaye seconded—

V.—That a Fund be raised by subscription to meet loss and other expenditure for conducting the retail grain shop, and that a small Committee, consisting of the following members, be appointed to enforce the Resolution of the meeting, together with Trustees, Treasurer and Secretary as named below:

Trustees and Members:—

Khan Bahadur Nasserwanji Cursetji.
Rao Bahadur N. Rawji Nisal.
Mr. Pemraj Panalal.

Treasurer and Member:—

Mr. Dosabhai Bhate.

Joint Secretaries and Members:—

Mr. Mohanlal Hiralal.
Mr. Edulji Rustomji.

Members:—

Mr. Haridas Damodhardas.
Mr. Panalal Ridkaru.
Mr. Bhau Kothari.
Mr. Manekji Cursetji Gara.

Further that the Committee to take steps to raise the subscriptions as early as practicable, and any sum which may be left after paying Rs.5,000 therefrom to the Municipality be held in trust by the Committee until it is decided by a meeting of the subscribers as to how it should be utilized.

The above proposals were carried *nem. con.*

After a vote of thanks proposed to the President by Mr. S. V. Jog and seconded by Mr. K. B. Limaye, the proceedings of the meeting terminated, Mr. Edulji thanking the proprietor of the Theatre and Mr. Patankar, the manager of the Theatrical Company, for allowing the free use of the building for the meeting.

(President).—You were Honorary Joint Secretary of the City Relief Committee at Nagar?—Yes, sir.

In paragraph 2 of your written note you refer to an agreement of the grain dealers to limit the prices they should ask for the commonest grains. Did they actually adhere to their agreement?—Yes, they all adhered to their bargain when the purchaser did not buy more than the stipulated quantity.

What was the maximum price?—The prices have been given in a statement subjoined to paragraph 2 of my note.

Was that kept up long?—Yes, because the merchants were afraid of their shops being looted.

Did this prevent anybody selling grain cheaper?—No, it did not, but I think it prevented some persons who were not grain dealers from speculating on grain prices.

You have mentioned the name of the Bombay Grain Trading Company. Was that an American concern?—No, it was a Bombay one, but the Company imported maize from America.

People from the Kapurwadi relief works purchased grain from your shops?—Yes, sir, specially on Sundays, when they came in large numbers; we had temporary shops opened for those people.

Do I understand you to say that any person could buy?—Yes, only a limited quantity.

In paragraph 15 of your printed evidence you refer to the Marwadis "Sadavart." How was the day's ration given?—Half a seer of flour, either of wheat or jowari, and dal, in an uncooked condition.

Is the "Sadavart" an old institution?—Yes; it was of great use during the famine.

What class of people came to your poor-house referred to in paragraph 17 of your note?—Mahattas, Mangs, Kumbis and Mussulmans.

In paragraph 18, you say it was found that the children required a piece of bread extra for breakfast every morning between 7 and 8 a.m. Were they not getting the ordinary rations?—Yes.

Was the ordinary ration given according to age or according to weight?—It was given exactly according to weight; large pieces were broken and bits given to the children according to the weights they were to get. The children ate that up and felt hungry in the morning, and so the extra piece referred to was given to them.

You mean the children ate their full ration?—Yes, and they wanted more. I found from enquiries it was the custom for mothers to give the children something every morning.

Do you think the 6 oz. ration sufficient?—Yes, with the addition of the breakfast piece.

In paragraph 19 you say some of the inmates complained of the insufficiency of the rations?—Yes, that was when they were first admitted to the poor-house; they are then ravenous, but in a few days they got used to it.

In paragraph 34, in speaking of the weavers, you say that they live from hand to mouth. Are they always so?—Yes, the majority of weavers have to dispose of their cloth every evening in order to get their food.

How long have you been at Nagar?—Ever since I was 11 years of age.

Do you think the position of the weavers is getting worse now?—As far as I have known they have always been so.

In paragraph 36 you say that at the close of the famine it was found that above 1,000 families of weavers were left without the means of earning their bread, they having

neither money nor materials left to carry on their trade. You mean to say that they had lost their hand-looms, etc.?—Yes.

Are you in favour of relieving the weavers by special relief?—Yes, relieve them in their own craft.

Do you think all those weavers who were on road works will now return to their craft?—Yes, nearly 625 have already returned to their craft and the others would have done so but for the plague.

In paragraph 38 of your note you speak of the distress of the Gavlis (milkmen). Have they since recovered?—No, owing to the plague they are still badly off, but they have been assigned places out of the city.

Have the agriculturists recovered?—Yes, they have recovered rapidly, although they have lost more than half their cattle.

In paragraph 40 of your note you say that you noticed that the difference between the prices of the same grain sold in the City and that at the camp was as much as a measure (*sher*) and a half per rupee. How was that?—The bania sold cheap as long the Missionary shop was open, but as soon as the Rev. Mr. King closed his shop the bania increased his rate. I myself visited the place and noticed that the bania was charging higher rates.

Did not the Special Civil Officer in charge of the camp look into this?—Yes, I told the banias to sell at cheaper rates or that I would send grain from Ahmednagar; the banias then reduced their rates.

(*Mr. Holderness*).—You say in paragraph 34 of your note that in the beginning of the famine the local cloth merchants every evening purchased the cloth turned out and that the market was over-stocked. How is it now?—Not easier yet; still over-stocked. Most of these cloth merchants were members of the Committee, and one person actually made purchases of Rs50,000 worth of *lugdis*, etc., which are still in stock.

Then supposing the Municipality had employed accumulated labour, would it not have over-stocked the market?—No, the cloth could have been disposed of afterwards.

How long afterwards?—At the present time we have plague, but it is thought that during the Hindu festival days and Hindu marriage seasons there would be a demand for cloth and that they could easily be disposed of.

How were the prices fixed six months ahead? Some had stocks and they would not have got the benefit of the prices rising, is it not so?—Yes, the arrangement was for 13 months; during that time the prices did not change much.

Government fixed their return in January, thus when the prices were once fixed they would not be able to sell at higher rates to anybody. The price of jowari varied from Rs15 to Rs16 a *pullah*. The price shown in my statement is 14 lbs., i.e., 7 seers, which was the rate fixed by Government, but according to the price settled by the merchants it was 20 lbs.

Did they sell at 20 lbs.?—Yes, in two or three cases the merchants were forced to stick to that rate.

Was that rate applicable to everybody who purchased or only to certain classes?—No, to everybody up to a limit of 165 lbs.

Could everybody purchase 165 lbs. at 20 lbs. when the cost price was 14 lbs.?—Yes, but Government disapproved of this scheme.

Are the facts correctly quoted in the Bombay Government Resolution?—That was the case when that resolution was drafted.

Do you agree with the comment made on the subject by the Bombay Government?—Yes, we did agree with them for that very reason and the Municipality withdrew from the scheme.

Did the gentleman who took over the cheap grain-shop make any profit?—No he sold at a little below the retail price.

I think you said he lost six thousand rupees?—No, it was the Karachi man who lost 6,000 rupees.

Do you think Government should contribute towards such shops?—Yes, Government can assist the Municipality and Local Boards; it is necessary to relieve people who do not go to the works.

Did not these grain shops interfere with ordinary trade?—No, because we only dealt with jowari and bajri, and that too on a limited scale.

You think if it received Government support it still would be a small concern?—Yes, if managed by the Local Board.

Before retiring, the witness added that he specially wished to bring to the notice of the President that the people were very grateful to Government for the relief afforded in different shapes, and that every one connected with the relief works tried their utmost to save life, both officials and non-officials, and as regards the officials, from the Commissioner downwards every one, both Europeans and Natives, heartily co-operated in affording every possible relief to the poor famine-stricken people.

RAO BAHADUR SITARAM DAMODAR, District Deputy Collector, Khandesh, called in and examined.

I put in a written statement of evidence.

1. Section 76 (b) prescribes that each gang shall consist as far as possible of men, women and children associated in due proportion, and Section 79 (a) prescribes that payment shall be made in proportion to the amount of the task performed by the whole gang or its sub-division.

(a) Departures from the prescriptions of the Bombay Famine Code which have occurred in the Presidency during the recent famine.

If the work turned up by the whole gang be measured in lump, as appears to be the prescription of that section, it would not be possible to check the work of men, women and children separately, to determine the wages they had earned of their respective class. To attain this object, gangs had to be made of each class of workers separately and not as prescribed in the Code.

2. The Public Works Department found it difficult to make payments to relief workers twice a week as laid down in Section 82 of the Code, and to overcome the difficulty weekly in place of bi-weekly payments were often made.

The above two are the departures from the provisions of the Code which came to my notice.

The degree of success achieved by the measures adopted according to the prescriptions of the Bombay Famine Code is great in respect to both, *viz.*, relief of distress and the saving of human life, and this was done with every possible economy. The economy consisted not only in spending as little money as was necessary to achieve the success, but that some compensation was secured for the money spent by putting such persons as were able to work on useful labour.

1. The limit of age of working children now fixed at 7 (Section 73) might be increased to 10. For experience shows that children of 7 years play about and turn up no appreciable quantity of work. Besides this, their inclusion in a gang causes hindrance to the adult workers.

2. (a) Section 74 provides that nursing mothers shall receive the allowance of adult males of A class. Whether such allowance shall be in cash or food in the kitchens should be distinctly specified. When a kitchen is opened it is far better to give them food allowance.

2. (b) The period up to which the mother of a new-born child shall be classed as nursing mother should be approximately fixed.

Reasons.—Allowances to nursing mothers are much higher than the wages the other women earn, and so there is strong inclination on the part of women with children of tender age to pass as nursing mothers for much longer period than necessary and earn higher allowances for doing no work.

3. Each family of workers should be grouped together and formed into a sub-division of a gang. The work turned up by a family should be measured separately from the rest of the workers in the gang and payment should be based on their joint labour and not calculated in lump with the labour of the whole of the gang.

4. The duty of classifying the workers should rest with the Public Works Department and not with the Special Civil Officer as provided in Section 92.

Reason.—The Public Works Department have better idea of the capacity of workers.

Mr. Edulji
Rustomji.
3rd Mar.
1898.

Rao Bahadur
Sitaram
Damodar.

3rd Mar.
1898.

Rao Baka-
dar Sitaram
Damodar.
3rd Mar.
1898.

5. There should be a sliding scale for rations given to non-working children. The present standard fixes the limit of 8 oz. of flour to each child, whether 3 years old or 7; but what is enough for a child of 3 is not sufficient for one of 7 and therefore there ought to be a sliding scale.

6. A table of standard tasks for ordinary earthwork is given in Appendix III (see Section 80 b) and in like manner a table fixing standard task for metal-breaking work should be laid down.

7. Payment to relief workers should be made every alternate day. Minimum wage might be paid at first, and any difference that may be found between the minimum and the wage actually earned after measuring the work turned up by them might be paid every week. This would mitigate their sufferings and not force them to borrow money for maintenance at very high interest from the bania in the camp to be repaid to him on payment day.

8. The word "dependants" as used in Sections 124 and 125 is nowhere defined in the Code, and it should now be defined. Instances were traced in which the head of a family on whom rested the burden of all the inmates took up employment elsewhere and he sent his wife with two children and infirm parents to the relief camp for being supported by Government. The officers in charge of works were in doubt whether such persons were to be admitted as dependants of the woman who brought them or sent away as they were the dependants of the man employed elsewhere. Some admitted such persons as dependants while others refused to admit them. A definite rule on the point is necessary.

1. At present famine labour is spent on (1) metal-breaking, (2) constructing roads, (3) excavating canals, and (4) constructing reservoirs or tanks. The first is less paying, for the metal collected during one famine period is perhaps not used during the space of 25 years. To remove such metal at a distance is oftentimes costly, and it sometimes costs as much or perhaps more than purchasing new metal in the locality where such famine work metal is to be utilized. The second kind of project is likewise less profitable, for the country abounds now in roads. The third and the fourth kinds of works cost so large an outlay as a Capital charge and subsequently the maintenance charge that many of such works have now fallen as a dead burden on the Indian revenue. In rare instances more than 2 per cent. interest is raised on the capital sunk for their construction. Such being the case, I would suggest that labour might be usefully spent in improving such Government waste tracts as may be found to have been neglected for cultivation owing to the disorderly state of the land, such as broken ridges, pits, hollows, etc., etc. The labour spent on such undertakings is profitable in three ways: firstly, the land so improved will attract the attention of the cultivators, and Government will recoup much of the outlay in the shape of occupancy price in return for the labour spent; secondly, that which is now a fallow land will come under cultivation on which Government will levy assessment; and thirdly, the people will find a vast scope to grow more grain for the growing population of the country.

2. The second suggestion which I have to submit is that when letting out waste land for cultivation in future, Government might attach a condition to the sale that the occupant shall be bound, where it is possible to do so at reasonable expense, to supply means of irrigation either by excavating wells or by other means sufficient to irrigate one-tenth of the area comprised in his holding. My object in making this suggestion is that India is so situated in point of climate that at intervals famine is inevitable owing to different causes, such as floods, drought, locusts, rats, etc., etc. In times like these, increased means of irrigation are of great assistance to save the country from the effects of scarcity. Government have done what they could and have been doing what they can, but the time has now arrived when people should be induced to do something themselves to provide with the means to get over the badness of the harvest. From my own experience I am able to say that had it not been for the great stir the people of Khandesh made in 1896 towards

| District. | Vide Government Gazette Extraordinary, Part 70, 613, 1060, 1365 of 1897. | Jowari in lbs. per rupee. | | | |
|------------|--|---------------------------|-----------|------------|------------|
| | | April 1897. | May 1897. | June 1897. | July 1897. |
| Bijapur | | 20 | 20 | 18 | 15½ |
| Bholapur | | 19 | 20 | 18 | 14 |
| Ahmednagar | | 19 | 19 | 18 | 14 |
| Khandesh | | 17 | 17 | 16 | 13½ |

well irrigation, Khandesh would have been awfully bad. The comparison of the then ruling prices of the staple food as shown in the margin, would show that the prices in Khandesh were much higher than in

other districts, and with such high prices Khandesh held its own and fared well. Perhaps Khandesh has better means of irrigation than other districts have. The fact nevertheless goes to show that when all such means were fully employed, the effects of the famine were not so keenly felt in Khandesh as they were in other districts. All that was necessary to be done was to advise the cultivators to help themselves, and Government officers having done this part of their business the cultivators came forward and many of them had excellent crops of food-grain, fodder and other articles by taking to well-irrigation industry. They on this account were not a dead-weight on Government as relief workers, but were busy men to find for themselves the means to eat and live upon their own labour.

(President).—You are the District Deputy Collector in the Khandesh District?—Yes, sir.

You were in Khandesh throughout the famine?—Yes, sir.

Where were you in 1876-77?—In Poona.

What appointment did you then hold?—I was Chitnis to the Commissioner.

What works did you see?—Four metal-breaking and one railway earthwork.

How were the gangs formed?—Of each class of workers A gang doing A class of work, B gang B class of work and so on.

You had no family gangs?—No.

Who formed the gangs?—The Public Works Department. They put a certain number of men and women in one gang, the strong man and the strong woman the weak man and the weak woman.

What was your objection to this system?—I have no objection; I was asked to show any departures we made.

Did it not practically separate families?—Yes; wives and children were separated.

Is not that objectionable?—Yes, I have pointed that out; families should be grouped together.

You say in your note that the period up to which the mother of a new-born child shall be classed as nursing mother should be approximately fixed. Now what limit would you fix?—Three months.

What was the practice on the works?—They went by the teeth.

In paragraph 5 of your written note you say there should be a sliding scale of diet for non-working children. Do you think on an average 6 oz. will be enough?—I would give for a child of three years 4 oz., for a child of five 7 oz., and so increase it little by little.

In paragraph 7 you refer to the bania. Did he make people pay high interest?—I think they did pay high interest to the bania.

In paragraph 7 you propose that payment should be made every alternate day, but a good many officers are of opinion it should be once a week. What is your idea?—I think they should be paid every day or every alternate day: what they earn in four or five days is not sufficient.

Did you admit wives or dependants when they went to works without their husbands?—Yes.

You suggest supplying irrigation either by excavating wells or by other means, and irrigation in general. Are the wells already existing used for the purpose?—Yes. For instance, in a year like the one we had in 1896, when there was heavy rain in the beginning, the tanks collected a large quantity of water.

Have many wells been made in your district?—Yes, I think about one thousand wells.

Did the people take large takavi advances?—In my division Rs39,000.

Are there many cases where they have not found water, after spending a good amount on it?—Not to my knowledge.

(Mr. Monteath).—Was there a failure of crops in the Khandesh District?—Yes, we had 6-anna crops.

What parts of Khandesh were most affected?—Dhulia, Jalgaon, Bhusawal, and Yawal.

(President).—Did the cultivators come to the works?—Very few came.

I understand the death-rate in August was very high. Can you explain the cause?—Yes, the cultivator grows a kind of sweet potato known as the *sakrn*. I think living on that killed many persons.

Did you make any enquiry regarding deaths from starvation?—Yes.

Did you report any deaths from starvation?—No, none in my division. The village officers had been given full instructions to feed the people.

Did you not give gratuitous relief?—Some in the eastern portion of the division, but not in my charge.

Were there many weavers on your works?—Many did come; those who liked did come.

What was the condition of the weavers generally?—Very good.

They did not seem to suffer from the work?—No; they did not like the work.

Did they suffer in health?—No.

Did you employ the weavers on earth-work?—No; metal-breaking, but after that was stopped, they were given earth-work. Instructions were that as far as possible they should be given earth-work.

Your impression is that they do not suffer?—No, they do not suffer.

Were all your works in Khandesh carried on by Civil agency?—Yes, so long as the number of works were small; when the numbers increased they were made over to the Public Works Department.

Did you carry on the tests strictly?—Yes.

Had you many Bhils on the works?—Yes, many did come. I have got a group of them among the photos I have presented before the Commission.

How did they take to metal-breaking?—They liked it.

Did they stay regularly on the works?—The women did stay regularly, but the men were irregular.

Have the Bhils any other resources?—Yes, they kill animals, birds, etc., and live on them.

Did they come freely?—Yes, but no sooner did they get some money than they went away.

Do you think they saved money on the works?—No; what I mean is that as soon as they got their week's wages they cleared off with them.

Rao Bahadur Sitaram Damodar.

3rd Mar. 1898.

SURGEON-LIEUT.-COL. J. W. CLARKSON, Sanitary Commissioner, Bombay Presidency, called in and examined.

I put in written answers to the Commission's questions and a written statement of evidence.

*248. A return marked A is appended giving the information asked.

249. The higher ratio in 1896 was not due to scarcity, but in 1897 it was due to scarcity.

251. I do not think it can be said the year 1896 was a dry year except in Sholapur; rain fell up to or above the average, but it did not fall at the proper time. I should not consider that the state of public health marks the effects of scarcity. The first indications of scarcity are brought about by men who know thoroughly what the yield of the harvest is likely to be and dealing in grains put up the prices. This affects the large mass of people who have no stock of grain to speak of and gives the first indication of scarcity.

252. As far as I am aware there was no abnormal deficiency in the water-supply. In certain districts the water-supply as a rule falls short in the hot weather and villagers have to go some distance for it. I certainly think that cholera can be propagated by a scanty and impure water-supply not properly protected.

253. Deaths from "Dysentery and Diarrhoea" and from "Other causes" raised the mortality in the famine area, and was probably due to insufficient and unwholesome food.

254. The diet in kitchens was sufficient and the recipients coming on in good health were maintained in good health.

255. The number of deaths from starvation returned amounted to 122; but upon enquiry many were found to be wrongly entered, and in my estimation the number of deaths due to starvation was 31. A table is appended giving the information available.

257. I consider the relief camps were kept in good sanitary condition and precautions taken, certainly at all large camps, to protect the water-supply. In the rains the huts leaked, and complaints on this point were numerous.

258. The staff of medical officers and subordinates was not sufficient. Those employed were provided with an adequate supply of medicines and medical comforts for the use of the sick. I have made recommendations on the subject in my letter No. T. F. 3458 of 22nd December 1897, addressed to the Chief Secretary to Government, Revenue Department, Famine, and report of the medical part of the famine relief operations has been forwarded under this office No. T. F. 81, dated 16th February 1898.

Surgeon-Lt.-Colonel J.W. Clarkson.

3rd Mar. 1898.

A.
Question 248.

| | DEATH-RATE PER 1,000 OF POPULATION FROM ALL CAUSES. | | | | | | | |
|--|---|--------|--------------|--------|-----------|---------|----------|----------|
| | Khandesh. | Nasik. | Ahmed-nagar. | Poona. | Sholapur. | Satara. | Belgaum. | Bijapur. |
| Average for five years, 1891 to 1895 . | 33.79 | 35.69 | 36.29 | 31.16 | 32.93 | 31.39 | 23.13 | 27.30 |
| 1896 | 39.00 | 43.76 | 36.36 | 35.01 | 27.83 | 33.84 | 29.81 | 29.13 |
| 1897 | 42.57 | 55.05 | 45.66 | 56.94 | 50.89 | 54.91 | 41.62 | 46.25 |

Question 255.
Deaths reported from starvation.

| Collectorate. | Month. | Reported due to starvation. | Considered starvation. | REMARKS. |
|----------------|-------------|-----------------------------|------------------------|---|
| Khandesh . . . | June 1897 . | 6 | 3 | 2 asthma, 1 sunstroke. Starvation, 1 female |
| | July " . | 8 | 3 | 11, 2 males at (?), 3 females at 40. |
| | August " . | 11 | 3 | 3 fever, 1 dysentery, 1 natural cause. Starvation, 1 female at 34, 2 males at 22, 3 males at (?). 6 fever and old age, 1 accident, opium eater, 1 growth in throat. Starvation, 1, 2, 3. Letter with Government. |

* The numbers refer to the questions drawn up by the Commission.

Deaths reported from starvation—continued.

Surgeon-
Lt.-Colonel.
J. W. Clark-
son.
3rd Mar.
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| Collectorate. | Month. | Reported due to starvation. | Considered starvation. | REMARKS. |
|---------------------|---------------------|-----------------------------|------------------------|---|
| Nasik | July 1897 | 7 | 1 | 4 cholera, 2 old age. One starvation male at (?), wanderer. |
| | September „ | 12 | ... | No information received. |
| | October „ | 4 | ... | These deaths stated to have been wrongly entered. Deceased were fairly comfortably off. |
| | November „ | 2 | ... | Reported as due to premature labour. |
| Thana | June „ | 5 | 2 | 1 old age, 1 beggar over 50, 1 infant 13 days whose mother had died. Starvation, 2. |
| | July „ | 4 | ... | All aged wandering beggars. |
| Kolaba | June „ | 4 | ... | Reported to be wrongly entered. |
| | July „ | 3 | ... | Do. do. do. |
| | August „ | 12 | 12 | Deaths were the result of privation. |
| Ratnagiri | August „ | 17 | 5 | Fever and dropsy 2, fever 3, fever and bronchitis 2, other causes 6 (male 5, female 7). Exposure and privation 5, all small children. |
| | Do. „ | 27 | 2 | Dysentery 9, old age 3, other causes 12, suspicious 1, neglected children 2. |

Letter No. T. F., 3458, dated 22nd December 1896 to Government of Bombay.

I have the honour to submit some suggestions in view of a probable amendment of the Bombay Famine Code and with reference to Government Resolutions No. 1630—Famine, dated 2nd October 1897, and No. 1895—Famine, of 10th November 1897, in the Revenue Department, Famine, some remarks on the points brought to notice by Mr. Higham, C.I.E.

It is, I think, clear that in future famines when crops are seen to be likely to fail over a large area that operations will commence by the banias refusing advances except to the most substantial of their clients, thus forcing large numbers of people to look elsewhere for their relief.

It will then be necessary for local test works to be opened, even though the nature of the work be of no special value, but will be merely a test of the necessity. Sites for camps should be marked out, but there is no need to put up hutting to any extent, as it will not be necessary to keep the workers on this kind of work for any length of time, but the camp should be marked out into blocks and residence on the camp made compulsory as part of the test. The Sanitary Commissioner or his Assistants will visit these works as early as possible and see that the arrangements for safeguarding the water-supply and other sanitary arrangements are properly carried out.

I understand that one or more large relief works will be planned out before-hand in each district, to which workers from the test works will be drafted as soon as possible, and I would suggest that as soon as these works have been planned out by the Public Works Department, that the Sanitary Department be communicated with, and on the map or plan of the works which has been prepared, the sites for camp, latrines, hospitals, kitchens, the source of the water-supply, etc., be marked out by one of the officers of the Sanitary Department in consultation with the Public Works officer, so that there need be no delay in opening any works and the Sanitary officers need not at once proceed to the place to inspect it. The camps to be laid out as recommended in the late famine, huts facing north with 50 feet interspace between one row of huts and the next, and roadways to be 20 feet only.

Mr. Higham proposes to simplify the classification of workers, and to this there can be no objection, but he suggests that the carrier class should be paid the money value 13 chattaks or 26 ozs. of grain. Assuming, as is laid down that $\frac{3}{4}$ lbs. of grain is the value of the 'other items' of a ration, the grain allowance amounts to 14 ounces, whereas women of the same class at a jail are allowed 20 ounces grain and 4 ozs. dhal in addition to salt, fuel, condiments and oil. The weight of females at the Deccan Central Jail is just short of an average of 90 lbs. Allowing this to be the weight of the carrier class and that the work done is carrying a basket of 30 lbs. 30,000 feet with a 5-foot lift, the carrier does just a little beyond 75 per cent. of an average day's work, taking 2-foot tons per pound of body weight as a fair day's work. Now in the last famine, workers on the D

scale (28 to 26 ounces) doing as much or as little as they pleased, did not deteriorate; but below this it is not safe or advisable to go, and if the carriers work up to the scale proposed, the wage should be 15 chattaks or 30 ozs. If they will not work the scale can be reduced to 13 chattaks, and if the mass of the workers are idle, the best way is to arrange to feed them on this minimum scale in a kitchen until they will work. If one week they are idle, the next week they are fed, and then if they choose to work they get the paid wage again. Over and over again an attempt was made to keep adults in a kitchen, doing almost nothing and feeding them on D ration to test practically if D ration sufficed for people doing nothing, and it was surprising how little they liked it and how soon they left.

There is also a suggestion made that workers should be put on piece-work and earn enough wages to support themselves and their dependants. The experiment in famine time has to be tried on this side and will have to be carefully watched. It is certain that a labourer going to a relief work will take his family with him, and if he cannot or will not earn enough, either the whole family deteriorate or else the children are those who suffer. Experience has shown that if children in good condition are compelled to go to a kitchen and are fed there, the ration allowed suffices to keep them in good health. If not brought to the kitchen, ailments are concealed until medical aid is too late.

Here I would remark that I do not think the age at which children should be admitted as workers need be altered from what it is now. In any system of work adopted large numbers of children are bound to be brought on the work, and it is much better to allow those who can work and earn a wage to do so. If the medical officer considers that a child is physically unfit, though over seven years of age, he is sent to the kitchen, and also if the officer in charge of the works considers any working child to be idling and not doing his proper share of work he can be sent on to the kitchen.

In the amending of the Code definite orders should be laid down on the subject of pregnant women, confined women, and nursing mothers.

Pregnant women can cease work 15 days before their expected confinement or earlier if they wish to. Their ration should be the value of 30 ounces, as they do not require so much food before, as after confinement.

Confined women are for the first 10 days to be allowed a nurse, a woman on 30 ounces wage. The confined woman gets an allowance sufficient to purchase daily 1 lb. of wheat or jowari, 12 tolas of jaggery and one tola of ghee, fuel, and the country medicines usually taken after confinement. From the 4th to the 10th day she should be allowed the 38 ounces scale, and after the 10th day, unless there are medical reasons to the contrary, she can go to the kitchen and be fed on the same scale. After two months she can, if she chooses, go on the works getting the 38 ounces scale, but no allowance for the child, provided the child keeps healthy. If the infant is found to be getting in poor condition both mother and child are sent back to the kitchen. A woman is to be considered a 'nursing mother' until her child has two teeth in each jaw. To section 169A

should be added "And a grant of Rs2,000 shall be allotted to him against which he can sign bills for medical expenditure," and to section 171B, "If any medical officer or compounder is employed on famine duty as an urgent case by a Collector, if he is not already in Government service, his name and the rate of his pay agreed upon and the name of the work to which he is posted shall be notified to the Sanitary Commissioner." In the same way "if a medical officer or compounder or a hospital is moved to another camp as a matter of urgency, the move shall be notified to the Sanitary Commissioner." To section 175 should be added (c) "The medical officer in charge of a Famine Relief Camp Hospital shall be entitled to draw Rs50 to pay for hospital requirements sanctioned by the Sanitary Commissioner and the expenditure to be recovered by bills countersigned by the Sanitary Commissioner." This is to avoid the delay caused by getting necessary articles through the special Civil officer. The special Civil officer may be asked to assist in getting what is required on payment by the medical officer and then the special Civil officer need not be in doubt as to whether he should or should not get the items required and perhaps lose time in referring the matter to his superior. He is asked to get it and gets paid, and the medical officer is responsible.

It should also be laid down who is to pay the wages of the (a) hospital servants proper, (b) the wages of nurses employed in attendance on special cases. Also who is to pay the allowance to nursing mothers and for the rations of those sick in hospital. I am of opinion that these should be paid by the special Civil officer and be a charge against the work. If Government think fit, the bills should be sent in every week for countersigning by the Sanitary Commissioner, but not as a charge against his grant. In the case of camps at which there is a medical officer, he signs the bills before they are sent for countersignature in token that the members charged for have been employed and paid or that the allowance and rations have been received.

I append also two forms* which may be inserted in the list of forms at the end of the Famine Code. One is to show the numbers in hospital and the rations received, and the other is a modification of Form No. 8. It appears to me, unless the famine is over, a small area and the number of medical officers available for duty fairly numerous, it is useless getting daily reports or including in them out-patients who were as a rule seen by medical officers during their tours of inspection and treated on the spot.

It would be as well also to insert in the Code some rules as to recording births and deaths in camps. I propose that some responsible officer keep the usual Village Birth and Death Register Form No. XIV, heading it with the name of the camp and the name of the village in the area of which the principal part of the work is situated. All births and deaths in the camp, those occurring in hospital as well, are to be included and the return sent at the end of every month as soon as possible to the Deputy Sanitary Commissioner of the district for tabulation. If relief workers are allowed to live in villages near, then the Kulkarni of the village enters every birth or death occurring in the village and adds Famine Relief Worker, Camp _____.

Finally, I would point out that if the Sanitary Commissioner is to travel continuously and inspect as he should do, it is absolutely necessary to give him the services of a medical officer to act as Secretary.

(President.)—Did you hold the appointment of Sanitary Commissioner throughout the famine?—Yes.

What is your service?—I came to India in 1876.

(Dr. Richardson.)—What were your special duties in connection with the famine?—I undertook the administration of the Medical Department as regards relief operations, that is to say, the Surgeon General placed this duty in my hands. I posted the medical officers, supplied medicine, furniture and other hospital requisites.

How many districts were affected by the famine?—Eight.

Did you personally visit all the eight districts? Were you able to visit them all?—No, I was not able to visit them all.

Did you notice the general condition of the people before the famine?—Yes, in those districts with which I was acquainted when I was Deputy Sanitary Commissioner.

Immediately before the famine?—No. I cannot say that. When I was Deputy Sanitary Commissioner I visited those districts.

Before the people came to the relief works?—Just as they were coming.

What districts?—Poona, Satara and Ahmednagar.

Did you visit these districts afterwards?—Yes, I visited these districts again.

What was their condition then?—I cannot say the people were very lusty, but they were in fair condition. I think they had enough of food.

Those on the famine works you mean?—Yes.

Do you think the wages paid sufficient?—Yes.

And food?—Yes. I think on the famine work either the people had other resources or that the wages paid were sufficient.

Do you think they had anything extra to supplement the wages?—Yes, but that is hearsay.

Do you think the district wage scale sufficient?—As far as I could see most of the people were on the scale and it was sufficient.

Did they complain?—Well, we tried to feed them in the kitchen on the D scale, but they complained. I should say they complained not because the food was insufficient but because they are accustomed to stuff themselves with food; they felt a void.

They would not stay long in the kitchen?—No.

Did you notice much emaciation?—No, very little.

Did the children retain their condition?—Yes. The children fed in the kitchen retained their condition.

Do you think that a good deal of the disease among them was due to the insufficiency of food, or unsuitable food?—Well, as regards nursing children I would say in many cases the mother supplemented her food by unsuitable food and that may have had some effect.

Did the mothers starve their children?—No, I do not think so.

Did they object to come to the kitchen?—The nursing mother with a 2 or 3 years' old child preferred to get wages.

They thrive in the kitchen, don't they?—Yes.

Did you supply the kitchens with vegetables?—The kitchens I visited had always a fair amount of vegetables.

Any scurvy?—No.

Any other disease?—Well, I noticed that some people on the Kapawadi Tank work, who were drafted from the Ambegaon works, were in bad condition and suffered from ulcers.

Were they still able to work?—Yes, they got all right.

Any epidemic?—Cholera only.

To what do you attribute that?—In some cases to impurity of water and in other cases to carelessness. I think the wells should be throughout protected. The people would not listen, they drank and used dirty water and then there was an outbreak of cholera.

You state in answer to question No. 258 that the medical staff was insufficient; was there much difficulty in obtaining men?—Yes, we had plague and war which had taken away all our available men.

You have a big establishment of vaccinators; could you not use them?—No, they were very busy vaccinating.

Could they not have distributed medicine?—They have no experience and I would be very cautious with such people.

Why not train them?—I would not train them for this purpose. I do not think their education would fit them for anything better. I would rather trust the distribution of medicine to the Civil officers.

You say sites for camps, latrines, hospitals, the kitchens, the source of water-supply, etc., should be marked out by the officers of the Sanitary Department; was this actually done by the officers of your Department?—Yes.

You have suggested that as the Sanitary Commissioner has to travel continuously and inspect, it is necessary that he should have the services of a Secretary; is there any prospect of getting such an assistant?—As we had plague and war, the Surgeon General could not spare an assistant.

Surgeon-
Lt.-Colonel
J. W.
Clarkson.
—
3rd Mar.
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Surgeon-Lt.-Colonel J. W. Clark-son. (Mr. Holderness.)—You say large numbers were on the D scale; they were apparently content?—Yes.
Did they like the kitchens?—No; they preferred cooking their own food.

3rd Mar. 1898. Do you think they got sufficient?—It is not a question of their getting sufficient; the people wish to fill their stomachs and so they stuffed their stomachs with anything they got.

Was there inferior and cheaper grain to be had in the bazar?—No, I think it was the other way; in the camps we had the bania selling grain, the rate of which was fixed by the Mamlatdar, while that was not the case in the bazar; the prevailing bazar rates were high.

You speak of the experiments tried to see if the D wages were sufficient; did you not report to your Government the danger in keeping people on the D wage?—No, it was a question of sufficiency of wages.

And your experiments proved the reverse?—No. I can't say that; the experiment was on a small scale and the numbers tried very small, and so the experiment is not worth while being considered.

You saw nothing to justify the opinion that the D wage was insufficient?—No, I did not. But I saw from the returns that in certain parts of the district the mortality was very considerable.

Towards the end of the famine?—Yes, in certain months.

Even excluding cholera?—Yes. I think it was due to the increase of mortality in dysentery and diarrhoea and other causes. For instance, take Khandesh: in the month of September the death-rate was 6·45, deaths from cholera 419, but the deaths from dysentery and other causes were very high.

Was that indirectly caused by distress?—Yes, people generally took bad grain; the prices of grain had gone up high by this time; jowari was 13½ lbs.

Do you think that this high mortality could be prevented by any action of Government?—The mortality did not occur on the relief works, and so I cannot say how Government could have interfered.

We are told that the distress in the hill districts was greater than elsewhere; do you think so?—Yes.

(President.)—You have in your written evidence given your opinion on the D wage; is that your opinion?—Yes.

(Mr. Higham.)—I see from your report that you think that I recommend a higher task for a carrier unit than they are accustomed to do in the D class?—Yes, as far as our experience goes, the D class did not do the 30,000 feet work.

Yes, but my 30,000 feet does not include the five feet lift, and is therefore much lighter?—I calculated the lift; if it does not include the lift, then it would be lighter.

You say an attempt was made to keep adults in the kitchen doing nothing and feeding them on the D ration, to test practically if the D ration sufficed to keep the people doing nothing in good condition, but you did not succeed in that experiment?—No.

Don't you know in the poor-houses people were practically kept on D rations and retained their condition?—I have not seen any large poor-houses.

(Mr. Monteath.)—Did you examine the people on the Kaparwadi famine works?—Yes, in July or August. I had been there also before that.

Did you hear that they were fined below the D wages?—Yes.

Do you think that that wage was sufficient?—If the man kept his condition for a length of time I would think he had something else besides the D wage.

As regards the nursing mothers, were not the children with the mothers?—Yes.

Did not the mothers get extra payments on account of the infants?—Yes.

The women who went out after confinement earned and got wages?—Yes.

In the Kolaba and the Ratnagiri Districts there was no famine; how do you account for the deaths from "starvation" reported from these districts?—I think people wandered from other districts, went to the villages and asked for food; they were given food and then died.

(Dr. Richardson.)—Was not a medical examination made in such cases?—It does not appear that any medical examination was possible. In our reports such persons are simply shown as "villagers."

Was there any test applied?—No, we trusted the reports of the village officers.

But some enquiry must have been made by the Collectors and their assistants?—The Collector must have called for a report in these cases.

Don't you think that the mortality on the works was low?—Yes, but we had no system of registration on the works, and those who died on the works were shown in the return of the nearest villages. The special Civil officers tabulated and sent a return of the deaths.

(Mr. Holderness.)—If the man died in the hospital and was shown on the Public Works Department list, he would not be shown again by the village officer; is it not so?—Yes, I think so; if the works came within the village area, the death would be shown in the village return. But I do not suppose there will be any difficulty in distinguishing such deaths in the return.

At the Council Hall, Bombay.

TWENTY-SEVENTH DAY.

Friday, 4th March 1898.

PRESENT:

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT.)

SURGEON-COLONEL J. RICHARDSON.

MR. T. W. HOLDERNESS, C.S.I.

MR. T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

THE HON'BLE MR. J. MONTEATH, C.S.I. (Temporary Member for Bombay).

MR. H. J. MCINTOSH, Secretary.

MR. GOVINDJI THACKERSEY MOOLJI, Merchant, Bombay, called in and examined.

Mr. Govindji Thackersey Moolji.

4th March 1898.

(The witness gave his evidence in the vernacular.)

I put in a written statement of evidence.

Owing to the failure of rains, in the latter part of the monsoon, in the month of October 1896, great scarcity of food-grain prevailed and the prices began to rise and the outlook became extremely gloomy in the month of November. Serious apprehensions were entertained by the people as to the sufficient stock of grain. The rise in the prices of grains before the new crop was ripe justified the apprehensions of the people that the stock of grains were quite insufficient to meet the demands of the people, and the public became quite convinced of the want of grain, more or less, all over the country. Seeing the country drifting into a

miserable state, some of my charitably disposed friends conceived an idea of starting a company with a view to buy up all the grains and prevent exportations, and if need be to import additional grain from foreign markets. With this object in view the Bombay Grain Trading Company was set afloat, and the promoters after gathering all the available information came to conclusion that, should the American maize be imported into India, it would be found cheaper than any kind of cheap food-grain in India. They at once purchased 3,500 tons of American maize at Rs 4-4 per cwt., 200 tons of wheat at Rs 6-13-0 per cwt. and barley at Rs 3-8-0 per cwt. When such steps were being taken to relieve the country of the calamity that was hanging over it, Bombay became victim to the plague which devastated almost the whole

of it. Such being the case, the Company's subscription fell far short of expectation. The cargo of maize reached Bombay in the middle of February 1897, and immediately large quantities were sent over different parts of India. People in Khandesh and Kathiawar were at first averse to using maize as food grain, but they soon began using it because of the comparative low prices they had to pay for it. The difference between the prices of maize and jowari was Rs 3 to Rs 4 per candy. In this way maize will vie with jowari. At that time we felt inclined to import another large quantity of maize, to distribute among the people as freely as possible, and we could have secured it at Rs 3 per cwt., but the tightness of the money market and the insufficiency of the Company's funds deterred us from further dealing in grain. Had it not been for the adverse circumstances mentioned above, the Company would have been able to relieve a still larger number of famine-stricken persons. As the monsoon crops failed, so did the winter, and the result was that the prices of grain went abnormally high. At such a crisis the Government should have moved in the matter when, on one hand, hundreds of people were dying of starvation and on the other hand grain speculators were pushing up the prices by storing up the grain. The policy of Government in neither dealing in nor interfering with the grain trade is most to be applauded, but when such a dire time comes it undoubtedly behoves the Government to herself take the lead in the matter and distribute grain at unremunerative prices among the helpless and thus rescue the poor. She also, if deemed fit, may advance money without interest to persons of known respectability who may form themselves into a company, and the loan so advanced by the Government should be guaranteed by that body.

(*President.*)—What did you do during the famine?—We formed a company for the supply of cheap grain to help the famine-stricken people. In the beginning of September jowari, which was usually sold at Rs 14, Rs 15 or Rs 16, was sold at Rs 30. At that time I thought of forming a company with a view to bring stock from America and other places to Bombay and to sell it cheap, and also to stop all exports out of India, because I thought that if grain went out of India, Bombay would suffer. We purchased 3,500 tons of maize from America on the 28th November.

How many partners had you?—Some 50 or 60 merchants. We issued shares and some purchased 5 or 6 shares and some more. In the meanwhile plague set in. We purchased the first cargo that came in February. The rate was of maize Rs 4 per cwt., wheat Rs 6-13-0 per cwt., and barley Rs 3-8-0 per cwt. When this stock came to Bombay in February, the market was tight. All left Bombay on account of the plague. We sent the maize to different parts of the country. People in Kathiawar and Khandesh would not purchase maize. I then distributed free a quantity of maize and asked the people to give it a trial. After the people had given it a trial there was great demand for it. Our company was not started for the sake of profit. Our capital was Rs 1,50,000. Out of this Rs 50,000 only was subscribed. We purchased grain 3,500 tons and we sent it to Agra, Cawnpore, Wadwan, Chitpur, Aligarh, Surat, Poona, Khamgaon, Talegaon, Akola, Delhi, Sholapur, Allahabad, and many other places.

The people preferred maize to barley?—We purchased it in the first instance at Rs 4 per cwt. and then subsequently it was offered in the market at Rs 3-8-0 per cwt. but we had no money to buy it. As the money market was tight, if we had purchased that quantity then the country would have been immensely benefited and the people would have been able to get cheap grain. We bought at Rs 27 per candy and sold it at Rs 12 per cwt. up-country. If more candies had come we could have sold them. *Jowari* was first sold at Rs 115; but when we offered maize at Rs 90, the price of *jowari* fell to Rs 90. When barley was sold at Rs 20, we sold maize at Rs 17. For the first 15 days there was no demand for it; because people found it difficult to grind. We then purchased a grinding machine, reduced the maize to flour and then distributed it to the people and asked them to give it a trial. After the people had given it a trial there was a great demand for it, and in about 2½ months to 3 months we were able to sell the lot.

What was your loss?—In wheat Rs 3,000; in maize Rs 24,000; and in barley Rs 6,500; total loss Rs 33,500.

What was your capital?—The company was to have a capital of 1½ lakhs rupees; but owing to plague breaking out only Rs 50,000 to Rs 60,000 was paid up. The difference was made up by me and my two partners. Though our capital was one lakh and fifty thousand we purchased maize worth rupees two lakhs and eighty thousand, and we lost

Rs 25,000; we purchased wheat worth Rs 27,000, and lost Rs 3,000; we purchased barley worth Rs 33,000 and lost Rs 6,500. We included in our selling prices railway fare and other incidental charges; but we did not include interest on our capital; and had to pay our own working expenses. Our company was formed with the object of bringing grain from America and other foreign ports and of stopping exports of grain from India. Of course there were no exports owing to plague, and we had not much to do in the line of stopping exports.

Is the company now in liquidation?—Yes; we have sold all the goods and are going to wind up the company. Our capital being rupees one lakh and a half and loss Rs 42,000, it shows 30 per cent. loss on the average.

Were there any merchants in the market who could get grain from America and sell at a profit?—There were no merchants here, and therefore no business could be done.

Did any European firm bring any grain from America?—Yes, Messrs. E. D. Sassoon & Co. brought 3,000 tons of wheat from America, and it was purchased from them by the Bombay Flour Company. Messrs. Ralli Brothers had brought 1,000 to 1,500 tons of maize.

Was it difficult to grind?—Yes, we had to crush it before grinding it.

Was there no margin at the end of 1896 between the prices in India and the prices in America?—We received offers from the Marwaris to buy it and sell it for profit; but we refused; we told them that we wanted to sell it cheap and make no profit.

If there had been no plague the Marwaris would have brought grain from America, would they not?—Yes, then a good deal of grain would have come here. Messrs. Ralli Brothers had sold their maize at Rs 12-0 per cwt.

How did you order maize from America?—We ordered through Messrs. Sandy & Co. We went round all the Bombay agencies of American Companies and asked them if they had any American grain in stock to sell; they showed us samples of maize.

Did America run up prices when they heard of the demand in India?—No; we got it first at Rs 4 per cwt. and afterwards at Rs 3-8-0.

(*Mr. Holderness.*)—Did you absolutely stop all exports?—No. We did not stop all; we stopped only that which was useful here. We wanted to stop bajri and jowari. I do not think much of wheat went out of India; small quantities of jowari were exported to Zanzibar.

(*President.*)—Did nothing come from the Persian Gulf?—Barley came from the Persian Gulf.

Was it used up in Bombay or was it exported?—It was brought to Bombay and from Bombay it was exported up-country.

What about the rice from Rangoon? Where did that go?—It was brought here by merchants. It was sent to Guzrat, Kathiawar, Khandesh, and the North-Western Provinces.

Does rice generally come from Calcutta or Madras?—Chiefly from Calcutta, and a small quantity from Madras.

(*Mr. Holderness.*)—Did any grain come from Sind?—Yes, bajri, jowari, and rice came from Sind.

(*President.*)—Does it always come from Sind?—Yes.

Did it come in larger quantities?—Much did come; a large quantity of bajri came from Sind.

Supposing the Government had ordered a large amount of maize in the beginning of the famine in October 1896 from America, would it have prevented merchants who were thinking of importing it from importing it?—No. If Government had brought grain they would not have suffered loss, because everybody wanted grain; or if Government had advanced money to the different private companies, the latter would have brought grain from up-country and would have taken up the responsibility for loss. If Government had encouraged people to form companies in different places, people would have responded to the call; merchants would have taken up Government capital and brought grain; but they would not risk their own capital beyond making good to Government the loss, if any, that would occur in the transaction.

(*Mr. Monteath.*)—If they were prepared to bear the loss, I do not understand why they should not advance capital of their own?—They would very likely use it elsewhere. In ordinary times it was right that Government

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should not interfere with private trade, but in time of famine Government ought to come forward and assist the people; the reason is that merchants conceal their stock of grain when the people are starving. Therefore, if Government had advanced money to the people they would have stopped speculation.

(President).—Do you deal in the import trade?—No, I do not; I am a millowner.

Does your mill make yarn or cloth?—Both.

How did famine affect your trade?—We have lost business in famine and plague; quarantine affects us too.

Has demand for cloth up-country been very much affected by famine.—It has been greatly affected.

Does cloth go to the Deccan?—Yes, but mostly to Calcutta, Cawnpore, Delhi, Agra, Jubbulpore, and Khandesh.

Did Bijapur, Sholapur, and Ahmednagar buy cloth from Bombay?—Last year they did not buy any.

How many men are there in your mills belonging to the weaver class?—About 1,500 to 2,000.

How many of other classes?—From 500 to 600.

In other mills?—More than half belong to the weaver class.

Among the spinners are there any weavers?—Very few.

The Hon'ble Mr. VIJBHUCANDAS ATMARAM, Merchant, Bombay, called in and examined.

The Hon'ble

Mr. Vajbhucandas Atmaram.

4th Mar.
1898.

I put in a written statement of evidence.

I am a Modh Gujrati Bania merchant, a member of the Local Legislative Council, a Justice of the Peace for the town and island of Bombay, a member of the Board of Trustees of the Port of Bombay, a Mill Agent, and also agent for several pressing and ginning factories in several parts of the Bombay Presidency.

II. I had no direct connection with famine operations.

III. When the failure of crops in several parts of India was ascertained, and prices of food-grains began to rise, my firm, in conjunction with our friend Mr. Govanji Thakarsy Moolji, thought that the best way to give relief to poor people was to start a private agency by inviting private capital from charitably disposed persons. Finally, it was decided to form a joint stock company with a limited liability, with the humane object of affording relief to distressed people, and not with the view of making money. At first the idea was favourably received by the public, but owing to plague, which commenced to rage furiously in Bombay at the time, most of the well-to-do people left the city, and the consequence was that the Directors were not able to secure the amount of capital which they hoped would come forward.

IV. The distress in the famine districts, in the meantime, was intensified, and the Directors decided to commence work with a capital of about one lakh of rupees, limiting, of course, their purchases within such limits that the losses might not be in excess of the capital collected.

V. In accordance with the above resolution of the Board, the Managing Directors bought a cargo of 3,500 tons of American maize, 200 tons of American wheat, and about 500 tons of Persian barley, costing in all about Rs. 3,50,000.

VI. Subsequently agencies were opened in the Central and North-Western Provinces, Khandesh and Kathiawar, simply with the object of keeping down prices of food-grains, which would otherwise have risen considerably had not the company begun selling a little under cost price.

VII. Though it may not be, as a rule, desirable for the State to interfere with grain trade even in times of famine, I submit, under special circumstances, if private agencies under State aid are encouraged, they would be of great help not only in alleviating the distress of the poor, but they would also tend indirectly to avert serious evils that result from acute starvation.

VIII. The poorer classes generally prefer following their usual avocations in their own homes to seeking shelter in distant relief works, provided they can buy food-stuffs at a price which may not be considered abnormally high.

(President).—You are a member of the Bombay Legislative Council?—Yes. I am also a millowner and deal in

What is the reason?—Because they are accustomed to weaving and not to spinning.

(Mr. Holderness).—I suppose the weavers and the spinners draw the same pay?—Spinners are highly paid.

(President).—Why should they have more pay?—Weavers are content with lower rates rather than learning the new trade; they are used to weaving only.

What do you think of the hand looms of Ahmednagar and Sholapur? Do you think that industry will go on or decrease?—If they could sell their goods daily they will continue; otherwise that industry will fail. The kind of cloths they turn out are not turned out by our mills; so there is no competition between their trade and the mill-trade.

Weavers do not pay excise while you pay excise. Does that make any difference?—Yes, there is a great difference. They produce three pounds of cloth per day and make profit of one anna per day.

In times of famine how should Government help the weavers—by giving them work such as stone-breaking or help them in their trade?—Government should give them help in their own trade. They should allow them to earn two annas if they earn in better times four annas, and then they will be relieved.

Would not that result in Government getting a larger stock on hand than they would be able to sell?—Coloured cloth should not be allowed to accumulate; white cloth can stand for a long time.

cotton, wheat and seeds, and have several agencies up-country.

What effect had famine on your business?—Trade was entirely demoralized; no export business could be done.

Has that effect now passed away?—It has partially passed away. In seeds, business has been good this year.

Where does wheat come from?—It comes from Gujrat, Central Provinces, Jubbulpore, and the North-Western Provinces.

Do seeds come from Jubbulpore?—Yes.

You joined in the same enterprise as the last witness. What is the reason, in your opinion, of the prices being very high?—I belong to the same enterprise, and my opinion about the high prices is that they were due partly to speculation and partly to scarcity of grains.

Did not an idea prevail among the grain-dealers that there would be three famines?—I do not think so; it was not so in Bombay; Bombay people thought that the next three years would be bad years according to their astrologers.

Do you think that a great many small grain-dealers took it seriously?—Yes.

Do you not think that these high prices were to a certain extent unreasonable and based upon panic?—Yes. It is only in times of scarcity like this that everybody holds on to his grain.

Under the circumstances of panic when people hold on, do you think it advisable for Government to import grain from America or something of that kind? Do you think it would do more harm than good?—I have suggested that in times of panic it is necessary for people to establish companies at different places in the country. When this company was started we tried to get some assistance from Government, but as we afterwards understood that they would not interfere with private trade we refrained from doing so. It is a sound principle, but under exceptional circumstances Government ought to help the suffering people.

Do you mean to say that Government ought to advance capital?—Of course they should advance capital either without interest or on a moderate interest, if they were sufficiently guaranteed the full repayment.

We are told by one of the witnesses that Messrs. Ralli Brothers were watching the market carefully in order to import grain from America. But prices in America went up and did not give them any margin of profit, so they did not get it from there. Supposing Government proposed giving capital to the companies as suggested by you, would not people like Messrs. Ralli Brothers come and say, "What are you doing; what is the use of our doing business," and so the Government action would be condemned as tending to prevent people like Messrs. Ralli Brothers from doing business?—I do not think so; if Messrs. Ralli Brothers see

any margin of profit they will do it for profit; while Government has not to do it for profit but to assist the people even at a loss, and for this reason a special agency like ours has suffered a loss of from 30 to 33 per cent. When our company was started we had proposed to sell grain at cost price, but at first we were obliged to sell it at R2 or R3 under the cost price, because people would not buy maize in the Central Provinces, while in the North-Western Provinces this article was known and they bought it. We would not sell it for profit; while Messrs. Ralli Brothers would not sell it unless they saw a margin of profit. Messrs. Sassoon & Co. once made us an offer of the wheat they had purchased. I do not think that will interfere with Government assisting or advancing money for charitable purposes.

Was trade between distant districts and the Bombay Presidency affected?—Yes.

When did prices go very high?—In November 1896, when people were alarmed by the failure of winter crops.

I want to know how trade went on between Bellary, Nasik, Bijapur, and other northern districts?—The trade was not active. We could not buy, though we had our agents in Bijapur and Sholapur.

(*Mr. Holderness.*)—What is the result of your experience about the American maize. Do you think it could be utilized in famine times?—Yes; in ordinary times we could have it much cheaper.

Is it rather different from the Indian maize?—Yes. At first people did not like it, but subsequently they liked it.

Did it strike you as possible that it would be better if in future we imported this maize, to have it ground in Calcutta or Bombay before sending it up-country?—Yes.

Do you think it is better to send it in the form of flour up-country?—Yes, flour would be much better. It might be ground in mills in Bombay, and sent up-country.

You did not exactly grind it?—We crushed it.

Do you think it is the better way of treating it before sending it up-country?—Yes.

That contemplates a large operation involving large capital?—That depends on the capital of the company. We started our company with a capital of about one lakh of rupees; and the Directors limited the purchases to about four lakhs of rupees, reserving the capital of one lakh of rupees, which was equivalent to 25 per cent., for loss.

Do you think that Government would have to give a considerable capital?—That depends on the acuteness of distress. In the case of the late famine I think if Government had advanced a capital of 15 lakhs of rupees that would have sufficed.

Would that not give you more grain than you require?—No. We bought the cargo of a steamer for 3 lakhs of rupees and for that purpose had to borrow money from the banks at a high rate of interest. If we had enough capital at our command we could have done more business by opening other agencies. If Government were to assist us we could spare the additional outlay of interest.

Do you think such companies would have given to Government sufficient security for loss?—Yes.

If there is a fair profit to be made on business, why should not private capital be forthcoming?—Profit depends upon several other factors, such as exchange, freight, crops, etc.

Why can't you get private capital?—How can we get 15 lakhs and 20 lakhs as private capital? In a philanthropic enterprise of this character people can afford to lose a little by way of making good the loss, but they cannot subscribe largely when they know that the ultimate result will be some loss and no gain.

Do you think that the result of this company would be loss and no profit?—Generally we have the object of assisting people and ourselves losing to a certain extent. The loss of Government on their capital would be compensated by other things, for instance the money spent on relief works, which is so much waste of money, would be saved and profitably employed.

The result of your operation is that you import, and sell at a loss by reducing the price in India?—Not at a loss but it is about the cost price. When we imported maize we first sold at a loss of about R2 to R3 on a candy; afterwards when the demand rose the price went up to R8 per candy. Our only object was to keep prices down in India to a certain extent, and prevent them from going up abnormally.

If you prevent them from going up, you prevent people from importing?—No. We wanted to sell it at a cost price; let other people import it for profit.

Yes, but then though you will not make profit, others will be encouraged to make profit?—If we sold it at cost price, others cannot fetch better prices. At the same time our competition will deprive them of the big profit which they would otherwise make.

(*Mr. Monteath.*)—If they get no profit, they would not do the trade at all?—If they make one per cent. profit they will sell it and the petty dealers will sell it in the bazars at a fair profit over their cost price. If Messrs. Ralli Brothers were to buy maize in America we would withdraw. Exchange is low to them and they can pay cheaper charges than ourselves. They have no commission to pay as they have their own houses. They will watch the market and see the tendency of the market and purchase accordingly. If they go on selling at a fair profit they will be able to do much business.

(*Mr. Holderness.*)—If prices rise in India, would that draw quantities of grain from America?—The merchants would buy if they saw a margin of profit.

Apparently you wanted to keep prices down in India?—We did not want to interfere with ordinary trade; it would be better for companies like ours to import goods and put down prices. In Oomrawatee the price first was R114, but we brought it down to R95.

You had applied to the Bombay Government for assistance?—No; there are good reasons why Government should not interfere with private trade. But under exceptional circumstances they ought to come forward and assist the companies by advancing capital on moderate interest or without any interest. It would have been a great help to the people in distress.

(*Mr. Monteath.*)—You mean the Government assistance would help to steady the prices; you do not contemplate Government buying sufficient quantity to help the people?—No. That would drive private enterprise away.

(*Mr. Holderness.*)—What is the time in a bad year, when prices would be higher than in a good year?—Generally prices go up at the commencement of a famine. The best way would be to commence business as soon as you ascertain the approach of a famine; then you could buy cheaper in the foreign markets.

When the famine is once known in the other parts of the world, prices would go up there also to a certain extent?—Yes.

You want assistance from Government; but firms like Messrs. Ralli Brothers would question the policy of Government?—Firms like Messrs. Ralli Brothers do business for a specific profit. Government would only do business to protect the starving population.

*The Hon'ble
Mr.
Vijbhau-
candas
Atmaram.
4th Mar.
1898.*

Written statements of evidence sent in by witnesses selected to give evidence before the Commission in the Bombay Presidency, but not examined.

Written statement of evidence by Mr. A. CUMINE, Collector of Khandesh, dated 16th February 1898.

*Mr. A.
Cumine.*

A.—DEPARTURES FROM THE PRESCRIPTIONS OF THE BOMBAY FAMINE CODE.

With the exception of a village dole given in the extreme east of the district, in the months of July to October, to a few inferior village servants, and the grant of Rs. 1,51,645 and Rs. 84,570 as tagai for wells, etc., and seed and cattle, respectively, the only measure of State relief used during the late scarcity was relief works, with the distribution, to small children and dependants of workers, of at first cash and latterly cooked food. This was a Code measure. Poor-houses and village dole were not tried, as it was considered that they were not required, and that if they were started, private charity would dry up and that either the blind, lame, etc., would be worse off than before, or gratuitous relief would have to be given throughout the whole district on an unmanageable and wasteful scale.

The measures of private relief in operation were principally (1) charitable grain shops for sale of grain at cost price to the very poor, *i.e.*, Bhils, Mahars, Mangs, etc.; (2) the distribution of money and clothes to the blind, lame, etc. in villages; (3) the providing of shade for sedentary metal-breakers; (4) the giving of clothes to the ragged people on relief works.

I visited relief works occasionally to see that the people were not in bad condition. But I had not opportunity of gaining a practical knowledge of the working of these measures: and I cannot say what material departures, if any, were made in practice from the detailed provisions provided for relief works in the local Code: nor can I suggest any improvements.

B.—DEGREE OF SUCCESS WHICH HAS ATTENDED THE MEASURES ADOPTED.

1. *As regards relief of distress.*—The answer to this will depend upon what it is considered that it was our duty to do and that it was practicable for us to do. And it is, I suppose, certain that so long as the people of a district can support their own blind, lepers and other paupers, it is not the duty of Government to take that task on themselves: that on the contrary Government would by taking it do more harm than good. Further, it will no doubt be admitted that it was not practicable for us to prevent a considerable rise in the mortality towards the close of the scarcity any more than it is practicable for an English Government to prevent an increase of deaths towards the close of a hard winter. No Government can reach that particular class of the labouring poor who, though not destitute of food or destitute of warmth, go on for months together with just a little less food or a little less warmth than is necessary to keep them vigorous, and thus eventually get so reduced that they succumb to chills, or fever, or diarrhoea that they would otherwise have been able to resist.

Bearing these two points in mind I think that the fact of the mortality in the calendar year 1897 having been 62,315 as against 53,965, 50,546, 50,948, in each of the three preceding years warrants one saying that the calculation

that private charity would keep the paupers alive was not a mistaken one, and that this private charity and the Government relief works together have been as successful in preventing a calamity as we could reasonably expect. In

* *Vide details below.*

August and September the death-rate was certainly seriously higher than usual, but it tends to be high about that damp time; these two months were particularly wet months this year, and the wet and cold coming after such a long period of trial no doubt broke down many constitutions. A total excess mortality on the whole year—as compared with the preceding one—of about 5,400 on over a million and a half of people is one that we could not, I think, have hoped to escape.

The number of deaths due apparently directly to starvation was 4: the number in which it was doubtful whether starvation was the direct cause or not was 6. None of the deaths due directly or indirectly to starvation could, I think, have been prevented by us: eight of the ten people were wandering strangers whose existence was not known of till they were dying or dead. There were in the eastern part of the district a good many such wandering strangers. No particular arrangements were made for their relief.

The wanderers did not, so far as I know, belong to Khandesh: they were doubtless attracted here by the reputation for prosperity which the district has: our own people did not wander. No cases are known where parents under stress of want neglected or abandoned their children.

As regards such small mortality as there was on our relief works, it was not, in my opinion, due to any extent to insanitary conditions prevailing in the relief camps or kitchens, and every practicable precaution was taken to provide and protect against contamination pure water-supplies for the relief camps. The medical officers had an adequate supply of medicines and medical comforts: but the officers were not numerous enough for there to be one for each work.

2. *As regards economy.*—Amongst the works opened in the early stage of scarcity there were two which—believing the urban people to be the first to feel the pinch—I opened near towns: and which, as the residence test was not insisted on, were soon swamped by people (from those towns) a good many of whom were, I now think, not really distressed. But with this exception there has not, I think, been on the whole any expenditure to regret. Most of our works having been metal-breaking works, there has been a good deal of metal broken which may probably not be eventually used: but I do not think the money would have been better spent on roads or tanks. Of the four roads that we did spend money on, two will certainly be thoroughly maintained: the third probably: and the fourth possibly. The four irrigation works were all necessary, famine or no famine. And the money advanced for wells and cattle and seed has practically all been spent on the objects for which it was given and will almost all be returned to Government. I do not think, therefore, that there has been any waste of money.

Deaths in Khandesh in August 1897.

[illegible]

Age at the time of Death.

| Under 1 year. | | 1 and under 5 years. | | 5 and under 10 years. | | 10 and under 15 years. | | 15 and under 20 years. | | 20 and under 30 years. | | 30 and under 40 years. | | 40 and under 50 years. | | 50 and under 60 years. | | 60 years and upwards. | |
|---------------|---------|----------------------|---------|-----------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|-----------------------|---------|
| Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. |
| 953 | 955 | 1,586 | 1,532 | 504 | 379 | 232 | 163 | 120 | 140 | 354 | 430 | 473 | 904 | 431 | 240 | 384 | 260 | 678 | 583 |

Deaths in Khandesh in September 1897.

[illegible]

Age at the time of Death.

| Under 1 year. | | 5 and under 10 years. | | 10 and under 15 years. | | 15 and under 20 years. | | 20 and under 30 years. | | 30 and under 40 years. | | 40 and under 50 years. | | 50 and under 60 years. | | 60 years and upwards. | |
|---------------|---------|-----------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|------------------------|---------|-----------------------|---------|
| Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. |
| 1,056 | 985 | 1,540 | 1,533 | 144 | 121 | 63 | 98 | 253 | 268 | 293 | 255 | 323 | 180 | 367 | 228 | 698 | 598 |

Mr. A.
Cumino.

Mr. A.
Sumine.

C.—SUGGESTIONS AS TO MEASURES AND METHODS
OF WORKING IN FUTURE.

1. *In regard to relief of distress.*—In the improbable event of Khandesh ever having within the next thirty or forty years another severe scarcity, I think that pretty much the same might be done as was done this time. Works should be opened in different parts of the district as the demand for them arises: a few should be opened early, in the first week of December, say, so as to calm the people out of the “ghabra” state that the beginning of a famine throws them into, to let them know where work is to be had, to prevent aimless wandering, and to let them feel that, if they want to hoard their little resources for the worse day that may be coming, there is a chance for them to earn an anna or two a day and save their capital. But residence on work should be insisted on from the beginning: having works few and far apart does not operate as an automatic residence test for the people in the villages close to the works, and it is just they that rush into new works and choke them up. And, besides enforcing the residence test, pay from the very beginning only proportionate wages: give cooked food and not money to small children. And say that, as a child is dependent on its father rather than on its mother, a child whose mother is, but whose father is not, on the work is not dependent on some one on the work and is therefore not entitled to gratuitous relief. Get as soon as possible all works transferred to the Public Works Department and do not have any under Civil management. Special Civil officers seem unnecessary; the kitchens, hospitals, sanitary arrangements and in fact everything should be under the Public Works Department officer in charge of the work. The Collector should have the sole power of saying what works are to be opened and closed; where they are to be opened; what tests are to be applied to the workers; and should have the power to order extra diet or wages for certain persons to bring them into a good state. But otherwise the management of the relief works should be entirely under the Executive Engineer.

By 15th March, the people having been now accustomed to be on work, the number of works might be reduced and the workers concentrated: the works should not be more than about 35 miles apart, so that every village may be within 18 or 20 miles of some work or other: one work in a taluka would generally be sufficient, but not in the largest ones. Our Khandesh people would not, I think, go long distances by train into unknown lands: the idea would get about, as it did in 1877, that they would never come back again and that Government was collecting them all to slaughter them and use their fat for greasing railway carriage wheels. When the concentration has taken place and the persons who do not really need relief have been weeded out, then, from about 15th March, be easier with the people in the matter of fines and do not pay any one less than the minimum D wage except for stubborn laziness. When the rains begin, a few more of the works can be closed. But for the first six weeks, and till confidence in the new monsoon has been completely established, there will not be much improvement in the prospects of labourers, for the Kunbis will for the most part do their own field labour themselves. But by the middle of July some of the new grass should be ready, and the bringing of it and guarding of crops should give employment to a good many people, so that from about 1st August the relief works could be gradually closed one after another and operations finally end at the beginning of October.

As soon as the failure of crop is an established fact, large advances of tagai should be given for the clearing out of old wells and the making of new kaicha ones: and the people should be urged to raise as much irrigated crop as possible: and Bhils and Mahars and Kolis, etc., should be encouraged to raise wheat free of assessment in the beds of nalas. The Bhils, Kolis, etc., should also be allowed to remove grass free of fee from the hills, and anjan

leaves from the forests and sell them: and the Kunbis should be allowed to remove as much grass and anjan leaves as they like on payment of a few annas a cart-load. The richer men should be induced to open in as many places as possible charitable grain shops for sale of grain to Mahars, Bhils, etc., at cost price. I do not think that the grain merchants made large profits in the past famine: their prices were regulated by the prices telegraphed from other places, and were a natural result of the failure of crop over such a large area of India, and the anticipation of a second failure. But the people thought that the merchants were making fortunes out of them. And these shops tend to keep the turbulent classes quiet by showing them that something special is being done for them by the rich. The support of the blind, cripples, lepers, etc., in the villages might, I think, be left to the people themselves as it was in this famine. At any rate, a poor-house at the head-quarters of each taluka and petha in the months of July, August and September would be the most that would be required.

The Bhils are perhaps the people that it is most difficult to provide for: as, though the women will to some extent come on relief works, the men will not: the men cannot stand the constraint. A number of the men will, however, be retained by the villagers of each village to guard the village, the threshing floors, the irrigated crops, etc. A large number will support themselves by selling grass and anjan leaves brought from the forests. Some will grow wheat in beds of nalas. Some will kill fish and birds and hares. A good many will, I fear, kill any stray bullock that they may find about. For the Bhil has few scruples as to what he eats: indeed that is one good thing—that the Bhil can live on almost anything. He will in the jungly part of the district get the wild “Sawa,” and the fruits of the fig, jambhli, karandi, tembrun, toran, awla, and—more important than all—the mhowra flowers for eating and for sale: while of wild roots he will have the wild plantain, kokanda, wajarkhan, kharoli and others. If relief works have to be started for him it is no use offering him the usual ones: employment in a forest, the cutting of creepers, felling or planting trees, repairing canals, etc.—would be the most congenial to him: and I should think the digging of holes for roadside trees, the planting of cuttings if no plants be available, and the fencing and watering of them would suit him fairly well.

D.—OTHER RECOMMENDATIONS OR OPINIONS.

That it is possible to draw up a satisfactory programme of relief works for this district I do not believe. We have already more metal than we want: roads are objectionable as there is no money for bridging them: tanks are not wanted; they would not pay and would silt up.

The difficulty, in this and past famines, of expending the labour profitably has always been due to our expending it in the place where the labourers are. And the solution of the difficulty is, I submit, to be found in the perfecting of the means by which force, instead of being expended at the place where it is produced, is transformed into electricity and conveyed to some other place. Famine labour is at present to a great extent like the water going over the Falls of Niagara. Then do what the Americans have done: convey it as electricity by wire to some town of Buffalo where it can be usefully expended, and expend it there. Or do what some Tramway Companies do with the force that their engines develop: put it into an accumulator: send it off to some work of undoubted utility and consume it there. There would, of course, be a certain wastage: but there is under the present system wastage,—on metal that is not wanted, roads that cannot be maintained, and tanks that silt up or do not pay. The initial expenditure on plant would be heavy: but many thousands of rupees are required under the present system for tools. With the machines there might be combined an automatic wages paying arrangement: so much force put into the machine, so many paise from the slot. I do not pretend to be the author of the above idea; I read it years ago in a newspaper.

Mr. P. K.
Chitale.

Written statement of evidence by MR. P. K. CHITALE, Executive Engineer, Sholapur, dated 16th February 1898.

Name—Parashuram Krishna Chitale.

Native place—Parashuram, taluka Chiplun, zilla Ratnagiri.

Age—Thirty-six years.

Race—Hindu, Brahman.

Profession—Civil Engineer of 13 years' standing.

When the famine first declared itself, and relief on an extensive scale became necessary, I was transferred from Sind, where I was acting as Executive Engineer, Fuldhi Canals District, to the Sholapur District. I handed over

Mr. P. K.
Chitale.

charge on the 23rd November 1896, and reported myself for duty at Barsi Road (Sholapur District) on the 2nd December 1896, and was at once ordered to proceed to Pandharpur, where the metalling works were started about the 20th of November on the Pandharpur-Janoni (Miraj) and the Pandharpur-Phaltan roads. When I arrived, there were already about 5,000 people (including children and dependents) employed on each of the works, and the numbers soon rose to about 14,000 and 17,000, respectively, including children and dependents. I remained in charge of the works till about the 25th March 1897. When the opening of new and additional works became necessary, I was deputed to make an investigation of the valleys for suitable sites in the Sangola and Malsiras talukas for storage tanks. I surveyed and made complete schemes for five such projects and reported on several others. At the end of March I was transferred from under the relief Executive Engineer, Mr. Clifton, to Mr. Godbole, the Executive Engineer of the district, and put in charge of the Palliri tank, which was opened on the 1st of April. I held charge of the work from its commencement to the 20th of November (1897), i.e., till about the virtual close of the famine. There were, at the maximum time of distress (July, August and September) about 19,000 and odd people employed and over 6,000 dependants, including children fed in the kitchen at Palliri, both on the tank work and the diversion road, in an area of nearly 6 square miles; and it was supposed to be the largest concentrated work in the Presidency. I had thus exceptional opportunities of forming an opinion on the famine and the relief operations. As regards the points referred to the Commission for enquiry, I give my views below in the order set forth.

(A). There were very few departures from the prescriptions of the Bombay Famine Code, and those that were, were trivial. I, however, mention them below:—

(1) Where camps were formed, residence in them was made a condition of relief. This restriction was made with a view to test the real necessity of the applicants and also to prevent the surrounding villages from being crowded and made insanitary. Where hutting accommodation is ample, the restriction is harmless, but in wet season the people considered it a great hardship to remain exposed in "tatti" huts, which afforded little or no shelter from the cold and chilly winds during the nights, and they attempted to evade the restrictions in many ways. In the fair season the restriction should be imposed if a hut 6 feet by 9 feet can be provided or made for a family of 4 or 5 persons; but it should, in my opinion, be considerably relaxed in the wet season and also in the case of neighbouring villages after their necessity for relief has been fully tested.

(2) The system of producing *dakhlas* or certificates from the village officers was introduced before new applicants were admitted. This was done with a view to prevent the people wandering from one work to another and also to see if the applicants were *bona fide* British subjects living within some specified limits of the district. The system, in my opinion, did not work well and led to many abuses; but some such provision was necessary to make people go to certain works when drafted to them and also to prevent the works, which were popular or situate in favourable situations, from being overcrowded. In my opinion it would be better to limit the numbers to be employed on large works and then to admit the applicants freely from certain specified areas and under restrictions from certain others, and, when the limits are reached, to close the work for new applicants for some time till the number falls and again fresh applicants can be admitted to make up the number, the drafts being sent in the meantime to some other work; the overcrowding would thus be prevented and the evils of imposing restrictions on new applicants avoided.

(3) The system of weekly payments was adopted. The daily or bi-weekly payments could not be made for want of a sufficient number of cashiers. The system worked well, and a good check could be maintained on the muster-rolls and fresh admissions throughout the week. The system of daily payments, through the mustering *karkuns*, would lead to many frauds and little or no check by the responsible officer in charge. The people generally brought small stocks of grain and condiments with them when coming to the works to keep them going for a week or so, and they preferred to have the payments every week, a day or two previous to the weekly mart, to enable them to buy in the bazar, where the things were sold cheaper than in the shops opened on the works. In very rare instances, when any help was necessary, I was giving some advances, not exceeding the amount of wages due, to tide them over their difficulties.

(4) The Sunday wages or the wages for the off-day in a week were given only to those who worked for full six days. The limitation was made to prevent undue advantage being taken of the provision by people only working a few days and then leaving the work after earning the Sunday or off-day wage. The condition is salutary and should be maintained.

(B). The measures adopted have on the whole proved very successful, considered both with regard to the relief of distress and the saving of human life and with regard to economy.

(1) The first portion can be proved by reference to the statement annexed, showing the mortality in the affected districts from October 1896 to October 1897. In the Sholapur district the mortality among children under five years was 1,358, and among adults 7,428, or among all a total of 8,786 in excess, but that was much less than in the other affected districts and was probably due to the privations caused by the scarcity of food generally. As regards the second portion, my opinion is that the relief was confined to the most needy, and the tasking test was fully applied, both resulting in economy.

(C). As regards the advice as to the measures and methods of working which seem likely to prove most effective in future in the above two respects, I summarize my views below.

(1) The classification of workers as now laid down into four classes, A, B, C and D, for men and women, is a little cumbersome; I think the class A should be reserved for workers of special qualifications requiring skill and dexterity, and the class C should be done away with altogether. The majority of adult workers being thus put in class B, and all those who cannot perform full tasks owing to weakness or old age, in classes D for men and women. I would retain the grain allowances for the classes as at present.

| | | |
|----|----------|----------------|
| 21 | chattaks | A class man. |
| 19 | " | B " |
| 14 | " | D " |
| 19 | " | A class woman. |
| 17 | " | B " |
| 13 | " | D " |

The men would, as a rule, be employed in digging and doing harder descriptions of work, as their proportion on the works is always small. I think the grain allowances above laid down are just sufficient to maintain the people in fairly working condition in health and strength, and cannot be reduced. The age limit for working children is now set down at seven years, which is low; it should be increased to nine years, but discretion might be allowed to the officer in charge to admit some children who might be specially active and intelligent at even eight years of age. I hold that no one who can do a little work should be allowed to idle and be fed gratuitously.

All children above eight or nine years and under twelve should be put down in a separate class and allowed wages due to 10 chattaks of grain, and above 12 and below 16 put in D classes, boys with men and girls with women, and allowed the same wages as the men and women of that class, viz., 14 and 13 chattaks respectively.

(2) The individual tasks should be exacted wherever practicable, such as in metal-breaking, but where it is not possible to do so, gangs about 40 to 50 strong, made up of people of the same or similar caste from the neighbouring villages, should be tasked together and the deductions made proportionately to the deficiency in work performed. Deductions below the minimum may, however, be only permitted under the authority of the Executive Engineer and for wilful or habitual negligence.

(3) The Sunday wages should be allowed, if necessary, on condition that the people earning them performed 50 per cent of their daily average tasks in addition to their allotted tasks during the week. Gratuitous relief to non-working children and dependents of the relief workers should be given in cash allowances on small works and in kitchens on large works (children in arms being always given cash allowances) where the daily task system is followed.

(4) Limited piece-work system should be introduced wherever practicable, the workers being divided into small gangs 10 or 15 strong of near relations or neighbours and paid at certain fixed rates, according to the prices of grain in the market without the Sunday wages and the gratuitous relief to children and dependents, which should, however, be taken into account in fixing the rates, so that each individual comprising the gang might get just sufficient to maintain himself and his family in health and strength.

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(5) A combined system of task and limited piece-work was introduced on the Palliri tank, there being about 2,000 people on the task and 4,000 on the piece-work early in November. All gratuitous relief to non-working children and dependents was stopped. For piece-work the gangs were formed of near relations, friends and close neighbours, 12 or 15, and in some cases even 20 and 25 strong, and were mustered; but they were left to themselves to work throughout the day as they pleased. They were paid at the rates fixed for the work performed during the week. In fixing the rates, allowance was made for Sunday wages and employment of two working children and provision for two non-working children in a family. The wages to be earned in a week were limited to the amount of A class wages including the Sunday wages at minimum rate *plus annas* 3 per each adult for small children. A large number of people earned the maximum wage thus fixed in the first week, and some who were habitual idlers had to leave the work, but later on the system became popular. One result of it was that weak people and small working children, especially of widows and others who had no male relations with them, were not taken in the gangs and had to be employed on daily labour. There were some disputes about the short payments being made by the gangers to some of the women and children in the parties, and pressure was required to induce them to pay up the differences. As money is of so great a value, and so much sought after in the famine times, I think it is better to make individual payments according to the portions for diggers and carriers to each member or to the head of the family. In this case the gangers were selected by the people themselves and the risk of short or under-payments was further avoided by selecting each male member of the gang, or even an old and respectable woman, a ganger, in turn for the purposes of making payments.

(6) For any system, either the task or the piece work, it is of great importance to fix standard tasks suitable to each district; the earth for earthwork and stones for metal-breaking differ from each other so much in the Deccan that what would suit one district or parts of the same district would not suit another. I would, therefore, suggest that a small Committee of two or three Engineers should be appointed to tabulate the results after experiments and recommend suitable tasks to be set for an able-bodied person, not accustomed to work, in each district or part of a district subject to periodical drought and famine. My own experience is that the tasks set down in the Bombay Famine Code for earthwork, for carriage, for long leads and small lifts 0 to 6 or 8 feet, are about 25 per cent. less than what can be done, but for short leads and high lifts they are fair. I do not think it would be possible to exact anything like the tasks proposed in Mr. Higham's formula for the lead of 50 feet and lift 20 feet, which is almost double that set down in all the provinces except the Punjab, where probably the soil is light and alluvial; in my opinion to reduce all lifts at a uniform rate of 12 feet per foot of height is not satisfactory, as it is apparently less fatiguing to walk a distance of 400 or 500 feet and then to go up 5 or 6 feet, and quite another to walk only a few paces 20 or 30 and then to lift up 15 or 20 feet. The tasks for high lifts set on the Palliri tank were performed with great difficulty, and the women complained of knee aches and fatigue, and I had to change the parties occasionally for giving them relief. I think there must be some proportion between the lead and the lift, and when that proportion is exceeded some allowance must be made for the extra work involved in lifting up the load to the further height. The formula would also require modification to

make it applicable to *murrum* (weathered rock) generally used in earthworks in the Deccan, which is heavier than black and brown earths, especially that of harder description, and also to both earth and *murrum* when in moistened or wet condition when they weigh more than in dry state. My experience is 15 to 20 per cent. reduction on both these accounts would be necessary. The unit of 10,000 and 72 feet for initial effort assumed are fair and might be retained with the minimum of 8,000 and 7,000 for D class men and women.

(7) The expansion of public works conducted on the ordinary public works or contract system would be of doubtful advantage, as 20 to 30 per cent. of the money spent would be intercepted by middlemen and would not reach the people whom it is necessary to reach in the times of scarcity or famine.

(8) All large works should, in my opinion, be put in sole charge and control of the Public Works officers, including the management of gratuitous relief and kitchens. The special Civil officers may be appointed to help the Public Works officers when required, but they should not be independent of, but placed under, the Public Works officers. The double and divided control often leads to vexatious disputes and consequent laxity in discipline and management.

(D) As to other recommendations or opinions thought likely to be useful in future famines I have only a few to make :—

(1) The works should, in my opinion, be opened with a view to their ultimate utility to the community rather than to their proximity to the affected villages. The road works are not now wanted and metal stacking is overdone. I therefore suggest that large storage tanks might be taken up. Fairly good sites, though not fulfilling all the conditions required, exist both in the Sangola and Malsiras talukas; they might be surveyed now, and such of them as are found satisfactory might be put on the programmes for next famine. The storage tanks are of infinitely more advantage to the people dependent on agriculture than good roads, as could be seen from the prosperous condition of the villages in the Sangola and Pandharpur talukas dependent on the Mhaswad tank and canals. The tank was partially constructed during the last famine, 1876-77, and finished later on; most of the people, including the lowest castes, found employment in them, and only a few, and those probably idlers, sought the relief works. In my opinion the people would not have much objection to go when pressed by scarcity, to the parts of the same district where the works might be opened if the climatic conditions do not differ very much from their own.

Small works might be opened nearest home in the monsoon months, so that the people might be ready to resume agricultural operations in time.

In the Sholapur District there is no room for constructing small village tanks, as most of the small valleys where they could be formed have bunds, locally called "*Tallies*," thrown across to intercept as much drainage as possible. The practice is ancient and specially suited to the country, subject as it is always to precarious, insufficient and unseasonable rainfall.

Storage tanks and reservoirs are likely to do much in the Sholapur District in preventing and mitigating the effects of periodical droughts; the usual tendency of flow irrigation to breed malaria, and make the tracts subject to it unhealthy, might follow, though in a high and dry country like the tablelands of Sholapur the effects would not, in my opinion, be of much consequence.

Mr. P. K.
Chitale.

Statement showing the Mortality in the affected Districts from October 1896 to October 1897.

| | SHOLAPUR. | | | AMRUTDARGA. | | | POONA. | | | SATARA. | | | NASIK. | | |
|---|------------------------|----------------------|--------|------------------------|----------------------|--------|------------------------|----------------------|--------|------------------------|----------------------|--------|------------------------|----------------------|--------|
| | Deaths among children. | Deaths among others. | Total. | Deaths among children. | Deaths among others. | Total. | Deaths among children. | Deaths among others. | Total. | Deaths among children. | Deaths among others. | Total. | Deaths among children. | Deaths among others. | Total. |
| Normal . . . | 996 | 1,063 | 2,059 | 1,353 | 1,331 | 2,684 | 1,179 | 1,577 | 2,756 | 1,394 | 1,812 | 3,206 | 1,283 | 1,219 | 2,502 |
| October to December 1896 . . . | 1,834 | 2,561 | 4,395 | 2,749 | 2,981 | 5,730 | 2,753 | 3,892 | 6,645 | 3,592 | 5,163 | 8,755 | 3,867 | 4,067 | 7,934 |
| January to October 1897 . . . | 12,472 | 18,686 | 31,158 | 14,965 | 19,550 | 34,515 | 15,615 | 35,370 | 50,985 | 15,510 | 40,929 | 56,439 | 16,669 | 23,639 | 40,308 |
| Total, October 1896 to October 1897 . . . | 14,306 | 21,247 | 35,553 | 17,714 | 22,531 | 40,245 | 18,368 | 39,252 | 57,620 | 19,102 | 46,092 | 65,194 | 20,536 | 27,706 | 48,242 |
| Deduct— | | | | | | | | | | | | | | | |
| Normal x 13 . . . | 12,948 | 13,819 | 26,767 | 17,589 | 17,303 | 34,892 | 15,327 | 20,501 | 35,828 | 18,122 | 23,556 | 41,678 | 16,679 | 15,847 | 32,526 |
| Difference . . . | 1,358 | 7,428 | 8,786 | 125 | 5,228 | 5,353 | 3,041 | 18,751 | 21,792 | 980 | 22,536 | 23,516 | 3,857 | 11,859 | 15,71 |

| | KHANDERA. | | | BILAPUR. | | | BILGAUM. | | | DHARWAR. | | |
|-------------------------------------|--------------------------------------|----------------------|--------|--------------------------------------|----------------------|--------|--------------------------------------|----------------------|--------|--------------------------------------|----------------------|--------|
| | Deaths among children under 5 years. | Deaths among others. | Total. | Deaths among children under 5 years. | Deaths among others. | Total. | Deaths among children under 5 years. | Deaths among others. | Total. | Deaths among children under 5 years. | Deaths among others. | Total. |
| Normal . . . | 2,235 | 1,878 | 4,113 | 802 | 1,009 | 1,811 | 1,374 | 1,507 | 2,881 | 1,154 | 1,507 | 2,661 |
| October to December 1896 . . . | 5,397 | 5,315 | 10,712 | 1,849 | 2,645 | 4,494 | 4,143 | 4,677 | 8,820 | 3,471 | 4,677 | 8,148 |
| January to October 1897 . . . | 28,856 | 25,224 | 54,080 | 11,571 | 20,785 | 32,356 | 23,878 | 16,615 | 40,493 | 12,413 | 16,615 | 29,028 |
| Total, October 1896 to October 1897 | 34,253 | 30,539 | 64,792 | 13,420 | 23,430 | 36,850 | 28,021 | 21,292 | 49,313 | 15,884 | 21,292 | 37,176 |
| Deduct— | | | | | | | | | | | | |
| Normal x 13 . . . | 29,055 | 24,414 | 53,469 | 10,426 | 13,117 | 23,543 | 17,862 | 19,591 | 37,453 | 15,002 | 19,591 | 34,593 |
| Difference . . . | 5,198 | 6,125 | 11,323 | 2,994 | 10,313 | 13,307 | 10,159 | 1,701 | 11,860 | 882 | 1,701 | 2,583 |

Rev. Mr.
J. G. Haw-
ker.

Written statement of evidence by the REV. MR. J. G. HAWKER, dated Belgaum, the 21st February 1898.

As my duties now confine me to head-quarters, and Belgaum town was not in the famine area, I had no direct personal experience in the late famine.

With the increased facilities we now have for the transference of grain from one part of the country to another, what we have to combat is more the extreme poverty of the people, than the absence of corn. I knew some persons here reduced to one meal a day, while Belgaum was full of corn. In famine times it is the absence of work and money that causes the starvation, and I am afraid it will be hard to get the suffering class to provide in better times for future stress.

We need (1) facilities for moving corn in times of drought, and (2) a larger produce from the land. For the second

object we want canals, tanks, and wells, and a cheaper method of raising water from wells.

I fear our agricultural classes in the moffussil are not likely to be a success. From what I have seen I judge that all money spent on them is a dead loss. If we could get a few model farms to produce corn at cheaper rates than the ryot can now do, we might get him to change his methods of procedure; but we shall not get him readily to adopt any new methods until we have demonstrated to him that it will pay.

Some of our missionaries in the Madras Presidency have had a good deal of experience in the late famine; but they, I learn, are in communication with a Commission on their side of the country.

Rev. Mr.
W. C.
Whiteside.

Written statement of evidence by the REV. MR. W. C. WHITESIDE, C.M.S., dated Camp Ambegadu, Khed Taluka, Poona, the 1st March 1898.

I regret the lateness of my communication, owing to the fact that by mischance the circular did not reach me until the evening of the 27th February.

The system of famine relief as exhibited in the Code is as perfect as any system could be, but in practice it has worked at a tremendous loss to those intended to be benefited. The native subordinates, with whom lay the detailed operations of the scheme, from the lowest to the highest, have to my knowledge, as far as that goes, been shamefully unconscious of the sacredness of the funds given them to administer, and careless of the interests of those for whom primarily the relief funds were intended. *Patels* and *Kulkarnis* have insisted on gifts or promises of gifts from the famine-stricken before they would allow them to be put on the dole registers. *Wanis* strenuously sought the goodwill of those with whom the power lay to obtain the monopoly of selling the dole grain, and when the business was obtained gave grain which was scarcely fit for human food. In passing through the district, for which I was in a measure responsible as a member of Famine Relief Fund Taluka Committee, I examined the grain given by the *Wanis* for dole, and found it invariably one or more seasons old, musty, discoloured, and a large proportion of it husk merely. I stopped people who had just received a dole on the road and found it for the most part of similar kind. The grain was publicly measured, in Junnar, under the noses of the Municipality and other officials unchecked, and at length a *Wani*, an ex-convict, received the monopoly of giving dole grain, which he proceeded to do in the fashion suggested above. No one in authority looked into the matter until I made it my business to discover the truth and represented the matter to the Collector. There was venality also on the relief works. The *Muccadums* and *Karkuns* in charge refused the famine-stricken unless they paid for the privilege of being allowed to work, while the system of fines was a ready means of profit to them. I have it, further, on good authority, that at our camp there were men receiving wages who were not working at the works, but privately for the *Karkuns* in charge.

To check such corruption close European supervision is an absolute necessity. Every famine-stricken taluka should

have a European in full charge of all famine-relief, ever at hand, and alive to the possibility of roguery.

The place Government has allotted to missionaries in the Famine Code is one which, after fully testing, I must say is entirely unsatisfactory and very much less effective than it might be. Additional dispensers are not so much required as faithful overlookers. The missionary is on a level with municipal members and members of the Taluka Famine Committee; the powers and work of all such are precisely similar, while as a matter of fact the missionary as a European is looked on as holding a very much higher position; they suppose he has a responsibility and power which other members of the Committee have not. Moreover, as a missionary, people from all parts naturally go to him, hence duties are forced on him which Government have given him no powers to perform. The position is entirely a false one, and should another season of distress come, I should feel compelled to refuse to act on the lines Government have indicated.

My own feeling is that if missionaries are to be asked to act, it should be in some position commensurate with the influence they have, and their likelihood to insist on rigid honesty in the subordinates of Government, that is to say, powers not less than those committed to a Relief Mamlatdar should be given them.

There are three other matters which have struck me as defective in the late Famine Relief:—

- (1) Contract work was given, at least in our relief works at the foot of the Ghauts in the Konkan, by which able-bodied men succeeded in earning each about Rs 1-4-0 for three weeks' work.
- (2) Work for *Takoors* should be provided near their homes. These people will die rather than go any length from their hamlets. Clearing bullock tracks, over the passes of the Ghauts, would be a profitable work.
- (3) The system of fines at stone-breaking works should be discontinued; it makes petty speculation easy, and makes the earnings of the weak and of nursing mothers, etc., insufficient for their support.

Rev. H.
Fairbank.

Written statement of evidence by the REV. MR. E. FAIRBANK, American Marathi Mission, Sholapur, dated Sholapur, the 8th March 1898.

1 The measures adopted in this part of the country in relieving distress and saving life were most successful. The promptness with which those measures were put into operation is worthy of special commendation. In my visits here and there in the Sholapur district, I have nowhere heard of death by starvation. Still there can be no doubt that many, who did not go on to the relief works and who through lack of proper nourishment were far from strong, became an easy prey to diseases like dysentery and cholera.

2. With reference to the measures, perhaps little that is practicable can be said. First the poor found it hard to get on to the relief works; second, they found it hard to stay on—Why? Because of the wholesale bribery practised by the *karkuns*. No other complaint has been made in my hearing. People receive enough, not too much, but these *karkuns* are perfect sharks. My only suggestion would be that some remedy be applied to this evil. Some kind of a detective system might be inaugurated, so that the practices of the *karkuns* may be under secret surveillance, and in

case of apprehension the offence be punished without mitigation. Such a detective system should also be used for the inspection of the work of relief mamlatdars, village officers, etc.

(b) With reference to kinds of relief work, I would beg to suggest (1) that whatever be done be thoroughly done. Roads made by the famine workers are in many cases worse than before the work was done. (2) The great need is of more reservoirs and water-ways, not metal. (3) In this part of the country the weavers form a large class. They are unfitted by their manner of life and work to do manual labour. Government could not unprofitably manage cloth-weaving establishments, etc., for such classes.

3. The health of the people seems now in general to be normal. It does not, however, seem to me that the people have recovered their normal degree of prosperity. Had the crop been better, their condition would have been better. Hard days are still ahead. Resources are not abundant.

Written statements of evidence sent in by voluntary witnesses in the Bombay Presidency not examined.

Written statement of evidence by Mr. A. M. DALAL, Merchant, dated Broach, 28th February 1898.

Mr. A. M.
Dalal.

SECTION I.

NOTES ON FAMINE OF 1897.

I am a Parsi, aged 43, residing in Broach; but for the last five years the Government of Bombay having entrusted me with some Abkari and Opium contracts in the Deccan; I have resided a good part of the year in Sholapur and was honoured to be a member of the Indian Charitable Relief Fund at Sholapur. I was instrumental in opening some of the cheap grain shops, was in the Committee of Management of the gratuitous doles given to the emaciated, had something to do with the selling of the cloth manufactured by the weavers employed in the Municipal shed, had imported hay from Gujarat and sold to ryots below cost price, and with my partner, Mr. Adarji Cavasji, of Messrs. Cursetji and Sons, was off and on at the scene of action throughout the whole famine campaign from its start to finish in Sholapur. By the courtesy of District Officers I had opportunities of carefully observing the methods pursued in combating the famine, and had formed opinions which I respectfully beg to embody in these "notes," for the information of the Famine Commission.

I am a merchant in country produce, having branches and agencies in many parts of India, and deal on my own account and as a commission agent to European firms. I was intimately connected with the last famine as an importer of large stocks of grain from the Central Provinces, which were very prosperous and had then produced bumper crops, and from Gujarat into Madras and Southern Deccan (Sholapur included), and have experience of the combinations of grain-dealers, and have formed opinions on the moot question whether or not it is advisable for the State to interfere with private free trade. As an Abkari and Opium farmer I have come into personal contact with those who were directly affected by the famine, and can pronounce an opinion upon the success attained by Government in their measures to meet it.

I do not presume to know much about revenue matters, and the subject-matter marked in para. (a) of the notice issued over Mr. McIntosh's name is beyond the scope of my evidence. However, in my tours in the district I had made it a point of making inquiries and taking notes of the methods pursued. I respectfully beg to make a few humble suggestions as far as my experience has led me to suggest.

The famine of 1897 in my opinion was more severe than that of 1877, but its effects were not so acutely perceived because it was taken in hand in good time before the people were emaciated or starvation undermined their constitutions. The first symptoms were the emigrations of large numbers of cultivators and the sale of cattle in October and November, but they returned when it was known that Government had opened relief works in their own villages. The pressure was great inasmuch as a lakh to a lakh and a quarter were on the rolls of public relief works. Gold and silver ornaments were sold during the early months and prices of silver ornaments had gone down and the sowcars had no money to buy; besides they were afraid to hoard for fear of its diminishing intrinsic value. The famines of 1877 and of 1897 have abundantly proved the urgent and absolute necessity of starting relief works before the people become reduced in health and strength.

(a) The years preceding 1897, viz., 1893-94-95, were exceptionally good years for the district, and had large stocks of grain which were of great use in the famine of 1897.

(b) Extension of railways and roads throughout the district since the last famine resulted in a free interchange of produce giving larger facilities to trade.

(c) Government having resolved to let no man die by starvation every officer worked bearing this fundamental principle in mind; and although it might have resulted in a larger outlay in meeting the famine, it has certainly kept

none on famine diet, and the healths of the workers were studiously cared for by the village officers.

(d) The distribution of village dole was carefully organised in every village, and the provision made by Government for relief being fully known to all, there was no wandering about the country of poor paupers. In my knowledge or hearing not a single death occurred by actual starvation.

I have heard that Government revenue was collected without difficulty or hardship. This was due to (a) previous prosperous years to meet the revenue from their past savings, and (b) sale of ornaments. But the effect will be perceived in the years to come.

It is a fact that during this famine the agricultural land of the ryots has not been so much transferred to the sowcars by sale or mortgage as was the case in the last famine. The reason is, as above stated, that they had some backbone and reserve force derived from the three exceptionally favourable years preceding the famine. The sowcar was not prepared to run into these bargains at once, as he would have had to pay assessments, and the effects of such famines on the transfer of agricultural land are perceived a little later on.

It was a pleasure to see the people on the relief works—without any cares, jovial and bright, and children playing about; clean and tidy kitchens for the children and the emaciated. None felt any privation, as the whole family or a household was on the works and all were very generously and liberally treated. They all appreciated the generosity of the Sircar, and I did not hear a single complaint made against Government or Government officers. (Vide photographs Nos. 2, 4 and 5 appended.)

The peculiar feature of this famine is that no villages were entirely deserted as was in 1876-77, due to a number of relief camps conveniently situated.

The famine affected more the live-stock of the agriculturists than the ryots themselves. In some talukas 70 per cent. of the cattle perished by hunger or by sale to butchers. I have no statistics to show what percentage of the cattle was lost, but as far as I could gather half of the cattle of the district perished. This must necessarily affect the future well-being of the district. About 6,000 head of cattle were purchased from the Indian Charitable Relief Fund at a cost of a lakh and a quarter and given to the cultivators, which with seeds were of real service to them to sow fields for the next crops. On this point I am respectfully of opinion that a liberal provision should be made in the Code to buy cattle when they can be had for nothing. In future famines Government should go in largely for purchasing these animals, to be handed over to the Forest Department to graze on Government reserved forests until required for agricultural purposes for sale to cultivators on deferred payment system. Their maintenance during famine will not be very heavy in Government forest areas.

This year's famine showed that people knew where to seek for bread, and there was no repugnance to any Government relief work, as people flocked to it without being pressed. From information acquired I find that out of a total population of 7½ lakhs 16 per cent. were relieved. It is a very large percentage, and speaks volumes in praise of the gigantic operations carried on so ably and so successfully by the District Officers.

Some of the officers engaged in famine operations thought that by the relief camps being too near the villages it gave an inducement to idlers to take advantage of the generous measure intended for the needy, therefore distance rule should remove this evil. I am respectfully of opinion that a long distance makes people unwilling to leave their villages, and by the long range system villages and homes are deserted. Of course

Long distance camps not advisable.

Long distance camps not advisable.

Mr. A. M. Dalal. nearness has some disadvantages in helping the undeserving at the expense of the needy, but as the percentage of the former will be very small, camps 4 to 5 miles distant from villages or cities are preferable to long range camps.

SECTION II.

The enormous expenditure incurred in the famine operations is no doubt due to the generous principles on which they were conducted. But it was a complaint made by everybody that Government could well dispense with road repairs and metal-breaking. They did not bring in any real return for the monies spent on them and was a great loss to the State. Government might very well formulate a scheme and chalk out famine works for each particular district, and these only should be taken in hand, and monies spent on them and on no useless and purposeless objects. Irrigation, extension of railways, feeder lines to be joined with the trunk railways, and new roads and wells should be constructed. These will give protection to the district against future famines.

I would also respectfully observe that those fields in the district which had the advantage of wells sunk in them raised very good crops and realized very good prices from them, and the cost of the sinking was covered ten times over. But unfortunately they were very few. During my tour in the district I could see that in a parched desert-like area covering thousands of acres, a green healthy crop was observed in an isolated area. If Government were to begin from now lending monies to the cultivators and develop this scheme gradually until each field could have a well sunk in it, in course of a few years, say 25 or 40, before the advent of the next famine, the capital sunk would be recovered tenfold. It is a huge undertaking involving perhaps crores, but an adequate disbursement on this head in well-selected famine districts will be cheaper in the long run than useless road-repairing and metal and stone-breaking. I would go further and prefer well-sinking to the making of new roads or the extension of railways as famine works. Out of the money spent in road-repairing and metal-breaking, say 15 lakhs in Sholapur famine operations, thousands of wells could have been sunk in this enormous money and thousands of acres of land brought under irrigated crop lands. Where facilities for large tanks exist, they should be dug, giving protection to the contiguous areas from drought in seasons of scanty rain-falls. I respectfully beg to suggest these two modifications to be made in the Famine Code to the Commission as they are of prospective value and lead to economy in preventing a waste of fabulous sums in unproductive works. Besides giving relief to cultivators they will assist Government in recovering land assessments in famine times when remissions have to be made on this head. In revisions of land assessments the fields brought under the system can afford to bear an addition of taxes if the works are undertaken at the expense of the State.

I am informed that about 500 new wells were sunk and 1,500 old ones repaired out of the loans granted to cultivators. This will protect an appreciable area from future famines, about 7,500 acres ($3\frac{1}{2}$ acres to a well). A well costs about Rs80 to Rs100.

The wages allowed to an adult male and female in the camps were fair on which relief workers could subsist. I do not think people could save much out of these. Bare jowari subsistence is not to be taken into consideration in considering this question, as their other wants till the famine is over have also to be considered, viz., clothing and small indulgences like smoking, etc. But the regulation of the wage never erred on the side of the least pressure on the people. I distinctly affirm that the allowances were very fair and did not want to be increased.

SECTION III.

In gratuitous relief works the opening of village kitchens are not necessary except a few for the emaciated, the sick and the orphans. For the fairly healthy grain doles should be preferred to money doles, as the latter are apt to be

misused in drink and other luxuries when bare necessities of life are difficult to be obtained. I have noticed a few of such kitchens and better regulated, more tidy and absolutely cleaner premises I have not come across. It was due to constant and efficient supervision by the Collector and his assistants. I examined samples of grain, flour and pulse (dhal) in process of cooking and the whole concern reflected the highest credit on those that managed it and those that had its supervision. I must admit that the kitchen opened by us in the city was not half as clean and weightments and apportionment of cakes for adults and children half as precise as in Government kitchens. A photograph of the orderly arrangement of two kitchens is enclosed for verifying my remarks (Plates Nos. 6 and 7).

Sholapur and nearly the whole of the Deccan has a large weaving population in the principal cities and large villages, and during the famine they are very easily affected. The city alone contains a weaving population of 20,000 souls out of a total of 65,000. Having been inured to indoor work and city life with its attendant evils, they are physically weaker than the hardy cultivators, and therefore in times of scarcity they are liable to be emaciated and fall out of health quicker than any other class. Their trade is suspended and they are at once thrown on the charity of the public or Government relief works. It was at first believed that they would not go to these works and would have to be gratuitously maintained or large weaving sheds opened to give them work. It was found, however, that in absence of their legitimate trade, those that were able-bodied did go to the relief works on tanks, etc., but a good part of them was thrown on charitable gratuitous doles. Here I would respectfully observe that as this class of people are very weak in physique and constitution, Government cannot get any reasonable value of their money, their employment on such task-work; and outdoor piece-work is uncongenial and unfit for their condition of health. A programme should therefore be pre-arranged to give them work in their own trade. A weaving shed was opened under the Sholapur Municipality, and Mr. and Mrs. Weir, the present Collector of Sholapur and his wife, took a great interest in relieving this particular class of people. In my opinion if they are paid on piece-work and sheds opened in convenient areas and in groups of villages the works would not result in any loss but would be self-supporting. By the courtesy of the District Officers I was allowed to have a look at the accounts of the working of the municipal shed, and I find that it has resulted in some profit of about Rs 100. The total number employed was about 12,423 (6,881 males, 4,537 females, 1,005 children); men earned 2 to $3\frac{1}{2}$ annas, females $1\frac{1}{2}$ to $1\frac{3}{4}$, children $\frac{1}{2}$. It is true that a large amount of supervision, control and capital would be required if such works were to be undertaken on a large scale, and the difficulty of moving the woven goods would also come in the way of their success, as in times of famines such articles have no buyers and demand is slack. But with experienced committees composed of citizens whose expert knowledge and experience can be made use of under European control they are likely to prove more useful than compelling these workmen to go to road-making and other arduous manual work for which they are not brought up and which they find irksome. In Ahmednagar, Nasik and Bijapur (famine area) there is a large weaving population and Government may well appoint a committee to report on a future well-thought-out scheme and programme to be made use of in future famines on behalf of this special class. In the private gratuitous doles of breads and pulse given by our private committee, out of 1,200 to 1,500 men, women and children, 80 per cent. of them were weavers, and their emaciated constitutions impressed upon our minds their inability to go to more laborious outdoor works, but they could be well employed in such works as weaving, sizing and reeling and dyeing. Photographs Nos. 1 and 3 enclosed will give the idea of their condition in the act of receiving bread doles.

Opening of weaving sheds advisable as relief works. The scarcity of fodder was most acutely felt in this famine resulting in a serious sacrifice of a large percentage of the agricultural stock. Unfortunately for Sholapur there are no large reserve areas for allowing cattle to graze

SECTION IV.

The scarcity of fodder was most acutely felt in this famine resulting in a serious sacrifice of a large percentage of the agricultural stock. Unfortunately for Sholapur there are no large reserve areas for allowing cattle to graze

and the cost of sending them to Khandesh and Nasik forests would be very heavy. Government, I am respectfully of

Provision for supplying cheap fodder in famine districts should be made on a large scale.

bought some Government hay consignments and retailed them under cost price to the cultivators and even transmitted bales to Barsi and Pandarpur inland talukas by country carts. We imported several consignments of hay from Gujarat and also retailed them below cost price, but the railway freight was almost prohibitory in bringing the cost to a fair level. Facilities in cheap transit must naturally result in settling the price of fodder. The railway rates

State interference necessary in making railways to reduce their tariff for fodder.

famine purposes" to be made use of whenever circumstances necessitate their use. In this connection I communicated with the Railway authorities, and Mr. Shuttleworth also addressed them to reduce the fare which they adopted with some modifications. In spite of this reduction the import of pressed hay or kudbi was prohibitory for long distances, and if it is not practicable for the Railway Companies to reduce still further their fare, I am respectfully of opinion

Encouragement by prizes for improved hay and kudbi press machines.

machines to allow of the bundles being packed as close as possible in a bale by which a maximum quantity can be stowed in a railway truck in a minimum of space. Unless this improvement takes place it will be difficult to carry fodder with any degree of success from forests into the outlying districts of the Deccan which are periodically affected by bad seasons. Hay is ordinarily sold in the district at 10 annas per 100 bundles. The highest level touched in the famine was Rs 2-8, about 400 per cent. The average price of kudbi is Rs 1½. The highest point touched was Rs 10, a rise of 800 per cent. Mr. Shuttleworth, however, sent large quantities from Khandesh and Thana forests and helped to relieve the cattle. But the mortality was terrible and the lesson taught by the famine of 1897 should be borne in mind in future operations to prevent a repetition of the disaster.

SECTION V.

Private Charity Relief Works.

Private charity and local munificence have played no inconsiderable part in relieving the distress of the people. I have personal experience of these in the city as regards the manner and methods of these reliefs given; but in the district also, the leaders of native communities tried to feed the needy. Although compared with the gigantic and marvellous organisation of Government their scope was limited, yet their existence was necessary to give confidence to the people. However limited its scope may be, I am humbly but strongly of opinion that they deserve to be supported by Government pecuniary help. Government officers as a rule did encourage and sympathise with these institutions, but as they did not come within the purview of the Famine Code for relief, active and pecuniary help could not be given them. Without the sympathy of these officers, and without evincing interest in their workings, native philanthropists are apt to be backward in supporting private gratuitous reliefs. Their advice, sympathy and interest always urged these native gentlemen to be of real help to Government. I do not propose to enumerate these charities or to give any detailed account of their numbers and the relief afforded by them, as other gentlemen who are better acquainted with their details of management have submitted their reports and are summoned as witnesses before the Commission. Any detailed mention of these here would therefore be superfluous. I would, however, observe that notwithstanding the sectional tendencies of certain charities to relieve one particular community by the leaders of that community, in other institutions certain broad-minded members so arranged the distribution of doles that Hindus and Mahomedans and Mahars were all treated with equal consideration. The dole started by Mr. Raoji Nanchand and Mr. Shankarlal Ramlal supplied bread and dhal once every day to about 1,500 people, the major portion of the recipients were the Salees (weavers) who were certainly emaciated and were as a rule overburdened with numerous children more than they could maintain. I observed that this poor class had in them thousands who had five to six children and were more demoralized and utterly thrown out of work than any other class. Improvident marriages and

The weavers more demoralized by improvident marriages and numerous weekly families than any other class.

modes of indoor life induced improvident habits, exercising

no checks in raising families without any idea of their support. It was opened on the 26th July and closed in November 1897 costing in all about Rs 5,000. There was no regular roll-call but tickets were given to those who were infirm and debilitated. From 700 to 1,600 (about one thousand persons on an average) were fed for 109 days, and the cost per head is under 8 pias. In these private gratuitous

In the city alone half a lakh was spent by private charities in relieving distress.

other individual charities too numerous to mention in the shape of grain distribution and warm clothing. This was in the city, but the same instincts were actively visible in the talukas, and this supplementary help to the grand operations of Government had allayed the anxieties of the people, and panic was almost absent by the co-operation of outside help.

An account of the opening of cheap grain shops, their number and the extent of their

Cheap grain shops and their use in relieving distress and in preventing grain riots and acts of lawlessness.

famines. They were instrumental in allaying the fears of the poor that grain could be sold at less than cost prices, proper weights given, quality of the grain considered, and I believe were a check to lawlessness and grain riots which are always expected in acute crisis, and wherever these cheap grain shops were opened in time, grain riots were scarce and poor people took advantage of them.

From my experience of its usefulness in Broach and Surat in the last famine and in Ahmednagar and Sholapur in 1897, I found that they were necessary during famine times, and as far as possible should be controlled by private charitable agencies, and in their absence by municipalities. But when the two are absent, I would advocate their opening by Government. They restore confidence amongst the poor people and prevent grain riots and other breaches of law and order. In the two important grain shops in Sholapur a loss was incurred of about Rs 16,000; besides the municipal shop which was closed, as two were quite enough for supplying grain to the poor.

The Indian Charitable Relief Fund was by far the principal item which helped to relieve the people. It did the greatest good in aiding Government measures of relief as 4 lakhs

were granted to Sholapur, out of which the following items were spent:—

| | R | |
|-------------|----------|---|
| | 93,482 | Relief to cultivators in purchasing seeds, cattle and money grants, thus putting an enormous area of land under cultivation from the benefit of this fund about 2 lakhs of acres. |
| | 1,98,308 | |
| | 2,91,788 | |
| Object I— | R28,397 | By grant of food and clothing in addition to Government relief. |
| Object II— | R581 | In relieving orphans. |
| Object III— | R13,796 | Grant of food and clothing to the respectable poor. |

Total of expenses Rs 3,35,182

leaving an unspent balance of Rs 60,000 on hand. The fund was most economically managed by the Honorary Secretary, Mr. Carmichael, and the amounts spent were properly disbursed. I think the grant to orphans is insignificant. In critical times like famine the orphans

Grant to orphans should be more liberal.

deserve every consideration at the hands of public charities, and a permanent institution in each famine district is necessary, and the maintenance and education of its inmates should be fully provided for by making liberal grants to

Pandarpur orphanage.

orphans. In Pandarpur the institution, if not on its last legs, is in a low financial condition, as pilgrims do not resort to these shrines in large numbers, and the help from private donations are consequently reduced. On the other hand, admissions are greater, and therefore such institutions come directly under the scope of such charitable funds, supplied

Mr. A. M. Dalal.

Mr. A. M. Dalal.

mented by Government assistance. By far the largest item spent was in relieving the cultivators in preventing them from deserting their villages and in ensuring their next crops. In my humble opinion the amounts spent both in the purchase of seeds and cattle were heavier than if they had been purchased during the earlier part of the famine. The proper time for the Indian Charitable Relief Fund Committee to buy cattle was at the critical time.

Action of the Local Committee was rather late in the purchase of bullocks and seeds.

was sold for a nominal price and when the butchers bought them for next to nothing. The Committee were of opinion that by their entering the market as buyers of jowari for seeds the effect would be to raise the prices of food-grains. But if judiciously purchased in convenient centres in the talukas, the action would not have unduly enhanced prices, and the Committee would have secured seed-grains and the grains for gratuitous distribution at reduced prices, and the extent of their relief would have been considerably increased. I, however, cannot but admit that it was marvellously worked, and an abler and more conscientious Honorary Secretary could not be found than the Committee were fortunate in having in Mr. Carmichael. It is due to him and to the Collector, Mr. Morison, that so grand an organization was so successfully managed without any waste.

Mr. Carmichael's valuable services as Honorary Secretary of the Local Committee.

SECTION VI.

The ordinary trade was fairly brisk during the famine. During its commencement it was at one time argued that Government ought to come in as buyers of food-grains for relief and put restrictions on the export grain trade of the country.

Nothing could have been more unwise than Government interference, because as soon as Government had stepped in merchants and traders would have kept out of the market who understood infinitely better than Government servants. The time to buy and sell and the most important element in trade would have disappeared, viz., competition. In spite of the innate propensities of the native grain-dealer to hold his stocks in famine times, I have observed that competition has broken this tendency, and the enormous quantities of grain that are freely inculcated in the country is stopped through this absence of competition. Merchants will naturally think that they cannot compete with the resources of a State; and if the State undertook to do the work of traders, not only would they do it ill, but a hopeless waste of public funds would ensue, by corruption and want of experience and expert knowledge. The rush of traffic during famine times is something incredible, and in these times when the country has a network of railways it is only a question of railway tariff which regulates the prices of food-grains. The free flow of trade so ruled these rates that in Gujarat, which has raised fair crops during this famine, the prices of food-grains were as dear as in the Deccan minus the cost of carriage from one to the other. In my opinion it is not also wise for Government or any Government officers of a particular district to sympathise even with the movements of various mahajans to put an embargo on the export of the food-grain of the districts. Such a procedure tends to deplete the stocks instead of protecting them by means too well known to merchants for evading the mahajan *bundobust*; and prevents food-grains from being imported into those districts from the surplus stocks of those that can afford to export them. In my own native place (Broach) the mahajans resolved to prohibit the export of food-grains as they found the stocks diminishing. I opposed the resolution and exposed the fallacy underlying this measure. Had that resolution come into effect (which did not for want of unanimity) it would have ruined the district, because the stocks would have been depreciated in value and the merchants would have kept themselves aloof from importing fresh stocks, and the people would have had to pay considerably more by these restrictions than in the course of free trade. Government have to take the whole country, and not one particular district or area, in considering this question. If all the districts were to enforce such a prohibition, the districts affected by famine would have no food-grains at all to feed a famishing population, and those that had surplus stocks could not take advantage of moving them on profitable rates. Government interference with private trade and with its

Government should discourage in famine times the resolutions of mahajans to prohibit exports of food-grains from their districts.

Whether Government interference with private trade was desirable during famine. of food-grains for relief and put restrictions on the export grain trade of the country. Nothing could have been more unwise than Government interference, because as soon as Government had stepped in merchants and traders would have kept out of the market who understood infinitely better than Government servants. The time to buy and sell and the most important element in trade would have disappeared, viz., competition. In spite of the innate propensities of the native grain-dealer to hold his stocks in famine times, I have observed that competition has broken this tendency, and the enormous quantities of grain that are freely inculcated in the country is stopped through this absence of competition. Merchants will naturally think that they cannot compete with the resources of a State; and if the State undertook to do the work of traders, not only would they do it ill, but a hopeless waste of public funds would ensue, by corruption and want of experience and expert knowledge. The rush of traffic during famine times is something incredible, and in these times when the country has a network of railways it is only a question of railway tariff which regulates the prices of food-grains. The free flow of trade so ruled these rates that in Gujarat, which has raised fair crops during this famine, the prices of food-grains were as dear as in the Deccan minus the cost of carriage from one to the other. In my opinion it is not also wise for Government or any Government officers of a particular district to sympathise even with the movements of various mahajans to put an embargo on the export of the food-grain of the districts. Such a procedure tends to deplete the stocks instead of protecting them by means too well known to merchants for evading the mahajan *bundobust*; and prevents food-grains from being imported into those districts from the surplus stocks of those that can afford to export them. In my own native place (Broach) the mahajans resolved to prohibit the export of food-grains as they found the stocks diminishing. I opposed the resolution and exposed the fallacy underlying this measure. Had that resolution come into effect (which did not for want of unanimity) it would have ruined the district, because the stocks would have been depreciated in value and the merchants would have kept themselves aloof from importing fresh stocks, and the people would have had to pay considerably more by these restrictions than in the course of free trade. Government have to take the whole country, and not one particular district or area, in considering this question. If all the districts were to enforce such a prohibition, the districts affected by famine would have no food-grains at all to feed a famishing population, and those that had surplus stocks could not take advantage of moving them on profitable rates. Government interference with private trade and with its

natural flow should be as little as possible. The opening of cheap grain shops have a tendency to some extent of coming in the way of free trade, but their scope is very limited and has no appreciable effect on the large bulk of trade, and they are necessary also to assure ignorant people that their food-supplies under Government protection are safe from being unduly pushed to starvation-rates and they work as checks on tendencies of the mob to loot the shops. The grain merchants fully know that these shops are necessary to prevent their own shops from being looted. It gives them assurance that their operations can be conducted with absolute safety. In my experience of famine grain trade there were more grain-dealers who had lost money in their transactions than those that made them.

The next question for consideration is that of prohibiting by law the export of food-grains from India into foreign countries during the time a famine lasts. Government have not thought it proper to do so in 1877 and 1897, and no hardship was caused to the country. When there is a famine in the country there is very little surplus of food-grains available for export, and exports of food-grains as a rule do fall off in those years. In former times in absence of railway communications, roads, steamers and other carrying agencies every State had to make its own arrangements to keep its food-grain stocks sufficient for its population and had to put embargoes for self-protection, because in absence of communication it was absolutely impossible to carry the surplus produce of Northern India to the depleted stocks and famine-struck crops of the Deccan. This is no longer the case now, and food grains could be imported from foreign ports like the Persian Gulf and the American granaries, as was proved by the formation of the Cheap Grain Trading Company in Bombay which actually imported several cargoes of food-grains from America by means of steamers. If a law were passed to prohibit the export in these times of quick and easy transit, the result would be to depreciate existing values of stocks unnecessarily, and preventing the imports from other places. Both in theory and practice a non-interference policy is the best policy to be pursued by Government in cause of free trade during famine times.

Why cheap grain shops do not come in the way of free trade. Why such embargoes were placed in former times and in recent times in undeveloped and undeveloped countries. The prices of food-grains were influenced at first by successive indifferent seasons in Northern and Central India and by the failure of the crops in the Deccan. The dearest rate at which jowari was retailed in the bazar in this famine was 3½ seers per rupee, equal to 13lbs. per rupee, against 9lbs. in 1877, and against a normal price during fair seasons of 50 to 55lbs. The opening of cheap grain shops steadied the prices for a time and discouraged wild speculations. Total amount of grain imported in Sholapur to the end of October 1897 was:—

| | Mds. |
|---------|---------|
| Imports | 570,686 |
| Exports | 437,046 |

The imports were not large because the stocks of food-grains were ample even in the outlying districts owing to favourable previous seasons, supplemented by imports from the Nizam's territories. Railways and roads helped to carry the stocks everywhere, and nowhere was the pinch ever felt severe.

In conclusion, I crave indulgence of the members of the Commission for these hastily written notes which are very imperfect, and the opinions expressed therein can never have the weight attached to those of experienced District Officers who have not spared themselves and who had more frequent opportunities of forming mature opinions. I, however, have respectfully and humbly expressed what I have actually seen and noted in the campaign, and these are embodied in a humble spirit in these "notes".

I cannot close this without expressing my unqualified admiration of this marvellous organization which was worked on set principles in a generous and sympathetic spirit, and the magnitude of whose operations was so vast as to be unique in the history of the world. I was not only surprised at the arrangements in the relief camps, so tidy and clean, but I was overjoyed at seeing the people actually enjoying themselves and blessing the Sircar as their *ma-bap* for such magnificent generosity to save them from ruin and death. As a loyal and humble sub-

My admiration of the successful campaign.

Gratitude of the people to the Sircar.

Conclusion. Apology for the imperfection in the "notes."

ject of Government, I also beg to echo their voice of gratitude. A last word about the gentlemen connected with the campaign. The energy of the Collector who conducted this campaign had passed into a proverb with the people. He was here, there, and everywhere, checking any waste, relieving the needy, and was worked at high pressure throughout the duration of the campaign. All Government officers and the people recognized in him an able chief, and his iron will and sympathetic nature infused a spirit of healthy rivalry amongst his assistants to excel one another in their talukas. One instance of his

energy is worth recording in these notes. In September the rains came leaving hardly any time for the sowing of the kharif crop; he wired an urgent message at night to send as much bajri to be used as seeds by the early morning passenger train which leaves Sholapur at 4 o'clock in the morning. The Deputy Collector obeyed and executed the order from 12 to 3 o'clock in the morning by sending as much as he could collect from the merchants. The seeds were sown in good time and hundreds of acres were saved from famine. Government and the people are to be heartily congratulated on the selection of their officers for this overwhelming work.

Mr. A. M.
Dalal.

Written statement of evidence by Mr. R. L. GHARAT of Bombay, dated Bombay, the 28th February 1898.

1. I am a land-holder of Avas in the Alibag taluka of the Kolaba district and a teacher in the Robert Money Institution, Bombay. I am also a member of the Council of the Bombay Presidency Association. I am a Kshatriya by caste and my age is 43 years. In Bombay I live in Urankar's Chal, Kandevadi.

2. My native village Avas being very near Bombay, I go there every now and then and generally spend all my holidays there. For the last few years I have been paying some attention to the subject of land revenue assessment in the Konkan districts, and have particularly criticized the Alibag Revision Settlement of the year 1893 at some length. My letters which appeared in the Bombay press at the time, together with other matter bearing on the subject, were collected some time ago and published in pamphlet form under the authority of the Bombay Presidency Association. A copy of the pamphlet* has been forwarded herewith.

3. When the monsoons of 1896 failed, and it was apparent that there would be scarcity in the Konkan, I began to interest myself with the subject and at once set about making inquiries. Having had no opportunities to visit the various talukas of the Konkan districts, I was obliged to limit the scope of personal observation to my own taluka of Alibag, and from the statistical and other information that I have been able to collect, I am persuaded to believe that the scarcity prevailing in these districts was of a very severe type and was very keenly felt by the poor raiyats. As a result of my enquiries I published several letters in the Bombay press from October 1896 to the end of 1897, trying in my own humble way to bring to the notice of Government and the public the state of things in the Konkan.

4. I also made a representation, while the crops were yet standing, to A. F. Macnochie, Esq., I.C.S., the then Collector of Kolaba, calling his attention to the deplorable state of things in some of the villages of the Alibag taluka and requesting him to arrange for State help to the poor raiyats of these villages. For the purposes of this representation I selected the case of my own village Avas. The chief points stated in my representation and the steps which the Collector kindly took upon it have been detailed in the accompanying newspaper cuttings.*

5. The Collector also visited several parts of the taluka fully satisfying himself that the complaints of the people about the failure of crops were well-founded, and to a number of petitioners he gave sympathetic assurances of the solicitude of Government to help the raiyats. These assurances coupled with the order he sent round to the village officers to collect statistics about the economical condition of the people breathed a spirit of confidence in them, and just as they were beginning to bless the Government, and the good work commenced by the sympathetic and popular Collector was more than half done, a sudden reversal of policy took place, and the patils and talatis had peremptory orders from the new Mamlatdar and the new Collector to recover from the raiyats every pie of the land revenue, apparently by any means whatever, as the subsequent actions of these petty officials would show. The enclosed newspaper cuttings* fully describe the subsequent action of the responsible officers in the matter of the collection of land revenue and the attitude of Government.

6. Being at Avas in the month of April and seeing the oppressive methods adopted by the village officers to receive the outstanding balances (in some cases even less than a rupee), I wrote on the 1st of May 1897 a letter to E. Gray, Esq., I.C.S., Barrister-at-law, then Collector of Kolaba, requesting him to issue orders to the village officers not to oppress helpless persons by driving them to borrow money at

exorbitant rates of interest or sell their belongings to clear the unpaid assessment. A copy of the Collector's reply* to this letter, and another of the tabular statement* I forwarded to him in reply thereto, have been enclosed.

7. The Government reports on the outturn of crops were generally based on estimates made by eye inspection of the crops while they were standing by the village officers, and have been found to be in excess of the actual. In the case of Avas, for instance, the talati's estimate was 5 annas 2 pies, my own based on the information supplied by the villagers was 3 annas 1 pie, while the actual found out by the Collector's karkun was 1 anna 10½ pies. The general assumption among Government officials was that there was no famine in the Konkan, and hence nothing was done in the matter of helping the poor people, till about the close of the year 1897, when the Honourable Mr. N. G. Chandawarkar, who had gone on a professional visit to one of the talukas of the Kolaba district, saw with his own eyes a number of starving people and made a representation to Government. A sum of ₹10,000 was then placed at the disposal of the Collector of the district for affording relief to the sufferers.

8. The conclusions I have been led to draw and the suggestions I have been prompted to make from my enquiries and experience during the last scarcity in the Konkan may be summarized as follows:—

- (1) It is not the quantity of rain but it is its fair distribution over the season that affects the output of crops in the Konkan.
- (2) The Konkan districts generally receive their average rainfall, but there being no reservoirs to collect the water for use when the monsoons suddenly fail as in 1896, it all goes to the sea. The construction of such reservoirs should, therefore, be encouraged as far as possible.
- (3) Where tank water was used, the output was not much below the average. But such cases were few and far between. In a number of individual holdings the output was almost nil, and yet the poor land-holders who according to the provisions of the Famine Code were entitled to suspensions or remissions of revenue were oppressively dealt with by the collecting officials. In several villages again the average output was less than 4 annas, and yet the villages had no benefit of the Famine Code. In the Alibag taluka it was said that the Assistant Commissioner saw only some of the best fields in the neighbourhood of a few villages and the Collector had to modify his report according to the former's estimation. The average outturn for the taluka which, in the opinion of experts, could not have exceeded four annas in the rupee, was thus given in the official report at five annas. The correct average can be found out by the methods adopted by the karkun who was deputed by Mr. Macnochie to the village of Avas. The necessity of having correct reports in such matters cannot be too urgently felt than at such times.
- (4) Though it was found that the people did not die in large numbers in the Konkan districts in 1896 as they did in famine-stricken districts elsewhere, the majority of them were driven to sell their belongings or borrow at high rates of interest to keep body and soul together as well as to pay the land revenue. Many people had to live only on a single scanty meal during the whole 24 hours. A number of such people were afterwards carried

Mr. R. L.
Gharat.

Mr. E. L.
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away by cholera and other diseases. The rate of mortality in these districts from these diseases apart from the havoc by plague was considerably higher than in ordinary years, and it may not be amiss to infer that most of the deaths were caused by insufficiency of food. In the village of Avas with a population of 1,200 nearly a hundred persons died of cholera and plague, etc., while in Sasavane with a population of 500 about 50 persons died of cholera.

- (5) The people generally have been reduced to such straits that if there be two or three continuous bad seasons they will not be able to live, and Government will have to provide food for them.
- (6) The policy of collecting statistics of the economical condition of the poorer land-holders with a view to grant suspensions or remissions of revenue enunciated by Mr. Machonochie should always be followed, as it is calculated to prevent fraud on the part of subordinate officials, who may occasionally try to give the advantage of the remissions or suspensions to their relatives or friends though they may be more capable of paying the assessment than some of their poorer neighbours whom the officials have selected for the issue of notices or for distraint. Mr. Machonochie's policy would appear more reasonable than that of first squeezing out whatever can be got from the impoverished tenants by threats and other means, and then writing off as suspensions or remission the portion not recovered. According to Mr. Machonochie's policy only the deserving cases would be entitled to any favour. A karkun from the taluka with the village patil and talati assisted by two or three leading villagers may form the *pancha* or committee for a village or a group of villages. The talati may act as Secretary.

(7) Government with a view to punish certain supposed agitators seem to have harassed and punished many an innocent poor land-holder and thus one of the most important sections of the Famine Code was departed from. The presence of the mamlatdar with twelve or fifteen subordinates and sepoys among poor villagers at a time when they are very busy in the fields to enforce payment by objectionable methods is calculated to inspire unnecessary dread.

(8) Suspensions and partial remissions of revenue in individual cases where the land-holders had to borrow from sowkars at high rates of interest to pay the assessment would have been looked upon as a great blessing by the poor people, while the loss to Government would not have been very great.

9. In conclusion I may state that although I gave specific instances in which the land-holders had actually to pawn their pots, etc., in order to pay the assessment, no action was taken by the Collector upon the representation. The mamlatdar and the village officers, on the contrary, did all in their power to recover the last pie due. The attention of the Commission is specially requested to exhibits * D, E, and G in this connection. None of the statements I have made in the enclosed newspaper cuttings have been contradicted, and I hope the Commission will give them their due consideration. Government in their reply to an interpellation in the Council have admitted that coercive measures had been used against substantial occupants (Ex.* F), but I may point out that in my letter to the Collector of Kolaba I specially pointed out to him that substantial land-holders should by all means be dealt with according to law, while only poor land-holders should be protected from oppression. Inquiries will show that instances like those mentioned in Ex.* I are to be found in every village. I have just received a statement giving about a dozen instances in the Mahad taluka.

Written statement of evidence by MR. VEERCHAND DEEPCHAND, C.I.E., Partner of MESSRS. MORARJEE GOULDAS AND CO., Bombay, dated 2nd March 1898.

Mr. Veer-
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I am a Jain Gujarati Shrimali Bania, a Justice of the Peace for the Town and Island of Bombay, a Companion of the Order of Indian Empire, and a partner in the firm of Messrs. Morarjee Goculdas and Co. who are Agents of three Cotton Spinning and Weaving Companies, two of which are situated in Bombay and one at Sholapur.

2. I was present at Sholapur during the famine of 1876-77 and took an active part in assisting Government with my friend, the late Honourable Morarjee Goculdas, C.I.E., in their relief operations in that town, for which the Government of India were pleased to convey their thanks to me, as may be seen from the annexure* herewith.

3. In the famine of last year, too, I took a share in rendering assistance to the Government in their relief operations during my stay there from time to time. Beyond giving practical advice to the Collector, when invited, my firm, jointly with that of Mr. Lakhmidas Khimji, opened a grain shop with the special object of selling grain (jowari) to the people below cost price; so as to partially mitigate the hardship of the high rates, and at the same time to break down the monopoly of the grain dealers. The shop was continued for twelve months or more during which our firm incurred a loss of several thousand rupees. Mr. Morison, the Collector, informed me that it "had done much to steady prices and prevent a panic such as resulted in a riot in November 1896." I myself also spent for two months consecutively a considerable sum in feeding and maintaining for a day such of the famine-stricken persons and cattle as passed on their way from Sholapur to the territory of His Highness the Nizam. Again, though the prices of food grain were about the same in the famine of 1876-77 as in that of last year, it is gratifying to note that mortality was a great deal less in 1896-97 owing to more efficient management.

4. Thus I have had some practical experience of the way in which famine operations were carried out at Sholapur to which alone my personal efforts were confined.

5. These observations have enabled me to form some opinions which I venture to submit here as suggestions for the consideration of the Commission.

6. Though it is right that the State should refrain from interfering with the ordinary conditions of grain trade in times of famine, it was desirable in certain circumstances

such as those which occurred at Sholapur, where the poor were subjected to great hardship by reason of the grain dealers having enhanced the prices of jowari, that grain shops of the character which my firm opened should be encouraged under State aid. Such aid might take the form of a reasonable advance to one or more respectable shopkeepers or traders, according to the number of the population of the afflicted locality, without interest, on the condition that grain may be sold at such a price as not to inflict hardship on the consumer, of course, consistent with the fair bazar price. The effect of this would be extremely satisfactory. It would prevent any panic leading to bloodshed and crime, like thefts and looting, and would enable relief-officers to bestow their whole time and attention on the principal object of relieving the distressed. But in order that this effect might be satisfactorily produced, I would suggest that the State should come to aid in the manner above prescribed as early as it might seem that there was apprehension of severe famine and panic.

7. In the famine of 1876-77, the dealers in both grain and firewood had for a time raised the prices of these necessary articles of domestic consumption. A monopoly was formed which we deemed it expedient to break down. This we did as far as grain was concerned, by importing large quantities from outside and selling at a lower rate than they did. As regards firewood, what we did was to utilize our large stock, reserved for mill consumption, for sale at a lower price to the poor. The effect of it was to bring down the rate from 16 to 10 rupees per candy.

8. As for the kind of work which should be given to the famine-stricken, I am in favour of task-work. No doubt it is less advantageous to Government than piece-work, but having regard to the fact that piece-work would always give less wages to those who may prefer it, it is not advisable to do so. The workers have always the young and the infirm of the family to support in such time beyond the able-bodied. Thus they could not earn much of a wage and that wage has to be exchanged at the same time for dear food. As a result, the smaller quantity of food so purchased has to be made available for the large number to be fed. This necessarily reduces his strength and capacity for work. With task-work he is able to earn a better wage which tends to support his family better. And the State should, therefore,

adopt the policy which on the whole is more humane and favourable to the famine-stricken. If, however, piece-work is to be introduced, then I would beg to suggest that the work ought to be entirely entrusted to a superior class of officials, with discretionary powers to regulate the wages according to exigencies. They should be allowed some latitude and elasticity in the matter.

9. Next, as to the weavers. These suffer most during a period of famine, inasmuch as they are by their previous avocations wholly unaccustomed to stone-breaking or other works of a kindred character. Some refuse this kind of work which, of course, debar them from obtaining the necessary relief. This is a matter which I venture to submit for the consideration of the Commission. In my humble opinion the same trading agency to which the State might advance loans for the purchase of grain for sale at a fair price could be easily entrusted to buy the products of the weaver and allow them reasonable sums according to their work. What I mean is this. The State might place at the disposal of the trader a limited amount in cash for purchase of the necessary yarn, which in such times is to be had at a lower price than usual, which could at the discretion of the trader be distributed among the weavers, who on bringing back their finished products, would be paid at a rate of wages lower than obtainable in ordinary times. The product could then be sold by the trader and the proceeds put to the credit of the State against the advance, and the accounts finally adjusted. In case there is a balance of the finished cloth on hand, it would always be easily disposed off in the open market, as being cheaper in cost, it would be sold cheaper. By this means the weavers would be enabled to continue the occupation most congenial to them, while the complaints presently made as to their being set to break stones and so on will be wholly removed. The females and children of weavers were maintained by the State without any return as they were unfit for any task-work. Now under the above circumstances, even these females and children could be put on weaving and made to earn their piece wages. The State will get some return for its money.

10. It is well known that cattle famish and die, and oftener than not, even good cattle are sold by the poor agriculturists for an insignificant price to the butchers. It would be a great boon were reserve lands and State forests partially opened for pasturage of such cattle, I mean the able-bodied cattle. By this means, the poor agriculturists would be able to keep their cattle on hand and thus save themselves from loss which is inevitable under these circumstances. The manure, too, of such cattle would be a considerable help to their owners. Wherever it may be possible and practicable the State should remove such cattle even to a distance for pasturage at public expense and bring them back when the famine is over.

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11. I need not here dilate on the value of irrigation by means of wells and other methods which may be cheap and expeditious. Reasonable advances for digging wells would be much appreciated by the agriculturists. I am aware of the State having advanced 96 lakhs last year in the Presidency for such purposes which is highly creditable to the humanity and liberality of the Government. But I venture to suggest in this place, the extreme desirability of encouraging the construction of cheap irrigation by means of tanks, wells and so forth in times when there is no famine, so that there may be some chance when famine occurs of resisting its initial pressure for a time till things grow worse. It is the *preparedness* for the scarcity which is most wanted and preparedness in respect of irrigation is in my opinion most likely to be attended with the best of results.

12. And generally, cheap irrigation, facilities of communication by narrow gauge railways and feeder tram lines, combined with more extended pasturage ground for agricultural cattle, and a mitigation of the present burden of revenue assessment, whereby the pressure of the means of subsistence may be somewhat removed, will, in my humble opinion, enable the poor to have a better staying power to resist the first inroads of scarcity or famine whenever it may occur.

13. Trusting that the above suggestions will be favourably considered by the Commission.

Written statement of evidence by the CHAEMAN AND HONORARY SECRETARIES, Sarvajanic Sabha, Poona, dated Poona, 3rd March 1898.

We have been directed by the Managing Committee of the Poona Sarvajanic Sabha to submit the following representation on the four topics stated in the public notice issued by you and dated 12th January 1898 relating to the late famine relief in the Bombay Presidency, and we trust that it will be duly laid before the Indian Famine Commission for consideration.

2. Considering the wording of the Government Resolution announcing the constitution of the Commission and that of the notification issued by you, the scope of the present Indian Famine Commission seems to be a very limited one; and the Sabha apprehends that it will be impossible for it to consider the questions of revenue enhancements and wasteful expenditure which have materially deteriorated the staying power of the masses and have made them less able to face a famine of ordinary dimensions. The Sabha greatly regrets the restrictions placed on the scope of the Commission, inasmuch as they will keep back the important question at issue, namely, the comparison between the staying power of the masses in 1876 and that in 1896. No detailed discussion of this important subject being permitted, the Sabha must content itself with the general observation that the Bombay peasant has been showing signs of considerable deterioration since the terrible visitation of 1876-77. The land assessments have been considerably enhanced, and are not in any way controlled by the principle laid down by the Famine Commission that assessments should be made payable out of the purely agricultural surplus produce, and not from non-agricultural income; and, besides, on general economical principles, a certain minimum of agricultural surplus produce should be fixed as non-taxable on the analogy of taxation on non-agricultural income. The forest regulations again have deprived the raiyat of an important means of subsistence, and naturally the grip of the Sowkar has become more firm.

3. We must also notice one special circumstance which naturally affected the famine-stricken districts in the visitation of 1896-97, *viz.*, the plague in Bombay. Whatever may be the other effects of the plague measures, it cannot be disputed that they caused, may be, accidentally, an increased general exodus. It is well known that a large portion of the rural population in the presidency depends

for its subsistence on the labour-market of Bombay, and, when those people had to leave that centre of trade the pressure in the mofussil became very great. The labourers generally have no savings, always living from hand to mouth, and the misery of these poor people may be imagined when they found their only means of subsistence cut off by the plague and the plague measures.

Chairman and Secretaries, Sarvajanic Sabha, Poona.

4. We beg to enclose herewith a copy of the journal* of the Sabha containing a complete description of the situation gathered from the correspondence of the Sabha's agents, since some of the contentions of the Sabha rest upon this collected material, and also the representations made by the Sabha on famine matters.

5. From the famine notes published in the journal it will appear that one of the principal differentiating circumstances between the visitations of 1876 and 1896 was the extent of the area affected by famine. Some of the talukas which were stated to be not liable to famine in the Statistical Atlas prepared by the officer in charge of Land Records and Agriculture of the Bombay Government were partially affected by famine. For instance, the whole of the Konkan was affected partly by inundations but principally by severe drought.

6. From the famine notes it will also appear that the need for remission, at any rate, for immediate general suspension of revenue was felt in almost all the affected places, and the appeals to Government for the same were also numerous. Whether they were justified or not is a question on which difference of opinion may exist. It would seem that, on the one hand, it was in effect maintained that they were pretended ones, and set up by people who wanted to withhold State dues, but, on the other hand, we must add that these appeals for suspension and remission did appear to our correspondents very reasonable in many cases. At any rate it cannot be reasonably contended that the information possessed by Government for enabling it to arrive at a correct decision in reference to this important question was not to some extent, at least, in the beginning, insufficient and misleading. That this was the case can be easily shown by a reference to a letter from the Bombay Government to the Government of India, dated the 12th of January 1897; and published in the

* Not printed.

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Gazette of India dated 28rd January 1897. A statement is made therein of the amount of suspensions and remissions which Government proposed to grant in the several affected districts. The figures for Poona and Bijapur are Rs. 26,700 and Rs. 69,906 respectively. Now, the test for determining the amount of suspension and remission is the degree of severity of famine in the district, and it cannot possibly be denied that famine was comparatively far more severe in Bijapur than in Poona. Still the figures would show as if famine was more severe in Poona than in Bijapur. The Sabha submits that this startling discrepancy is mainly due to the non-official information not being sought before deciding the question of remission and suspension of revenue. To remedy these and other defects the Sabha proposes the formation of non-official syndicates with powers to make independent reports, and that the elected members of the Local Boards and Municipalities should jointly constitute such famine syndicates.

7. We beg to invite the special attention of the Commission to the question of the saving of cattle in affected areas. The report of the Famine Commission does not contain much discussion about the method of dealing with cattle in famine times, but the Sabha is aware that the Bombay Famine Code contains four sections (155—58, Chap. XI) dealing with this important subject. From the reports of the agents, the Sabha finds that the mortality and distress among cattle were very great during the last famine, and it is submitted that something more than the opening of forests is needed for saving the lives of cattle. As matters at present stand a grain famine is often followed by cattle famine, and eventually the agriculturist finds it necessary to buy bullocks for his purposes at very high prices. From the reports of correspondents summarised in the journal it would be seen that even in the months of September and October the state of the cattle was very trying. Many of them were sold to butchers at one-eighth the average price. It may be easily imagined that there must have been some cases in which there were lingering deaths, and not even the speedy relief from the butcher's knife. To give a few instances. At *Ance*, cattle were dying, and at *Bori*, the only customers were butchers. In the *Satara* District at *Devrashtre* the cattle were reported to be selling at $\frac{1}{8}$ th of the original price. We request the special attention of the Commission to the long report of the *Karmale* correspondent (18 page) where a graphic, and we believe a true description of the state of cattle is given. In short, there will be found interspersed throughout the long summaries the facts and observations bearing on the condition of cattle from several of our correspondents. The Sabha gratefully acknowledges that the Bombay Government was fully alive to the importance of saving cattle; nevertheless, it is a fact that a large number of cattle died, as would appear from the information at the disposal of the Sabha. The remedy proposed by the Government was the one laid down by the Famine Code, and the Sabha regrets to say that the execution of these provisions of the Famine Code is open to some criticism. In the first place the reserved forests were thrown open very late. It would appear from the Sabha's reports, and we have yet seen no reason to dispute their truth, that cattle had begun to die in numbers before Government thought it necessary to throw open the reserved forests for free grazing. Secondly, some of the reserved forests thrown open were already leased to contractors, and were thus useless for cattle grazing. But this may be easily avoided and remedied by providing in the Famine Code that Government as a rule should postpone forest leases in times when meteorological observations lead to an unfavourable forecast of the approaching Monsoons. Thirdly, in some cases they were far away from the affected centres. At *Dharwad* cattle were allowed to be driven to the hills called *Malnads*; but commenting on the fact of the *Canara* forests being thrown open, a well-informed correspondent from *Dharwad* says that they were not well-suited for the purpose. "In the famine of 1876-77 the cattle and the drivers both succumbed to the pestilence of malaria which is the peculiar feature of the *Canara* district in general, and of the *Canara* forests in particular." It is submitted that the action of the Government is the more inexcusable as it appears to have been aware of the fact. The question then arises whether there is any other way than the mere opening of forests to save cattle with the minimum of trouble and the maximum of efficiency. We beg to suggest that the method of relief suggested by the Bombay Famine Code contained in section 155 should be coupled with another provision requiring the sale of cheap fodder by the Government in the affected districts, and the free carriage of cattle to Government forests in cases where the people are too poor to buy fodder at Government rates. This would no doubt entail some trouble on Government officers, but considering the

prime importance of saving cattle as admitted by the Bombay Government it is submitted that the trouble must be undertaken not only in the interests of the peasant but also of Government revenues. We are glad to say that something of the sort was done in a few places but the provision requires to be embodied in the Famine Code, and this method of relief must be undertaken on an extensive scale.

8. We now come to the important question of giving special relief to weavers and other artisans who are incapable of performing the ordinary task-works prescribed by the Bombay Famine Code. The weavers' question was prominent in *Sholapur* and *Nagar* and *Nasik*, and also to a small extent in *Bijapur*. The section of the Bombay Famine Code, 1896, bearing upon this important system of relief is 151 (a). It makes it practically imperative to grant relief to weavers "where they are congregated together in considerable numbers either in the same village or town or in a group of contiguous villages." The five remaining clauses of the same section contain some executive details, but the principle involved in clause (a) is clear and unmistakable. The section itself is based upon reason and necessity, and its utility is fully recognised by other presidencies, notably the *Madras* Government, *vide* section 128, *Madras* Famine Code, where the necessity for a special treatment is admitted if their condition "is not merely the result of a temporary pressure arising from high prices." But the Bombay Government apparently not seeing the vital importance of the section got sanction from the Supreme Government to introduce by way of an amendment a wholly indefensible provision in section, 151 clause (a). The words added, and which form the chief point of contention between the Sabha and the Government, are "as are deemed incapable of gaining a livelihood on the ordinary relief works." The Sabha, not without reluctance, wishes to enter its emphatic protest against this way of rendering useless the provisions of the Famine Code. The Famine Code, as the Commission is aware, is the result of an exhaustive and careful deliberation, and the Bombay Government ought to have waited till the famine was over to apply for an amendment of the section. As a result of this new provision the weavers in the several districts had to undergo terrible sufferings, and it was a most heart-rending sight to see hosts of weavers with their families leaving their occupation and their hearths to beg or die as aimless wanderers. The new amended provision, we respectfully submit, has become greatly responsible for the distress caused to weavers which might have been avoided with a small expenditure of public revenues. The weavers are quite incapable of breaking metal, and with the greatest respect it is submitted that it is unreasonable to hold that they gain in health and colour by working on the roads. The Sabha, therefore, earnestly prays that the Commission would see its way to restore the original section to the Famine Code.

9. We have next some remarks to make on the relief works started in the Bombay Presidency. It will be found that many of our correspondents have to make several complaints regarding relief works. We do not propose to go into the question of minimum and maximum fines, nor through the frivolous complaints which are not very easy to remedy in the case of relief works; but we cannot possibly resist the conclusion that some of the grievances described by our correspondents were very real. It was apparently not possible for Government to start relief works as near as possible to the affected places. But if such was the case special facilities ought to have been given to labourers who used to come to the relief work from a distance. We beg to notice the very pathetic letter from *Shivapur* (p. 27). This correspondent has some complaints to make about the discrepancy between the wage-rates which were notified to be given, and those which were actually given. It is impossible to prove whether such was the case, and, therefore, we cannot say much on that point. Our correspondent further complains that many had to come from a distance, that there were no sheds provided near the relief works, that there were no grains shop and that the recess was too short to allow the food to be cooked. We select these complaints as typical. But we are prepared at the same time to make allowances for the fact that most of the letters received by the Sabha were during the comparatively early days of famine. It cannot be reasonably expected that Government should be prepared with all its machinery in the early days of famine. But at the same time we suggest that the Commission should direct an inquiry to be made into the existence and continuance of these alleged drawbacks in the Famine Relief Operations in the Bombay Presidency. From the information possessed by the Sabha no definite and correct statement can be made upon the point. The one complaint which struck us by its uniformity was about the insufficiency of the wages given on relief works. From the tables

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given in Chapter VII of the Bombay Famine Code it appears that the minimum ration fixed is 16 ounces of flour *plus* 2 ounces of *dal*. The Sabha wishes that this important point should be settled once for all. This is no doubt to a certain extent a medical subject, but the sufficiency or insufficiency of wages can also be determined by common observation and common experience. The whole evidence bearing on the subject has been published by Mr. Digby and after a careful perusal of the same we most unhesitatingly state that the one pound theory started by Sir Richard Temple cannot be sustained either by theory or by experience. To quote from the effective reply of Dr. Cornish to Surgeon-Major Lyon, the Chemical Analyser to the Bombay Government, "the recent experience of nearly every famine officer who has observed the practical effects of the reduced wages has led him to believe and publicly record his opinion that the subsistence scale of wages was *perilously low*; while as regards our destitute poor in relief camps we have had too abundant evidence in fact that a more liberal scale of food than that purchasable for a famine relief wage is inadequate to restore health or to arrest decay." The Famine Commission has put one and-a-half pound *per diem* of ration as sufficing for an ordinary working adult male. The Famine Code puts 24 ounces of *attu* and 4 ounces of *dal* as the maximum of ration for the adults working on famine relief works. It can be easily conceded that it is very rarely that the labourer gets the maximum wages. In November 1881 Surgeon-Major T. R. Lewes prepared an elaborate report on the nutritive values of the several scales of diets in Indian Jails. The diet scales according to these tables published in the journal (pages 16-17) of the Sarvajanik Sabha (January and April number, 1897); it appears that the diet scale for

labouring prisoners provides from 28 to 30 ounces per diem, while that for the non-labouring ones 22 ounces of grain. Comparing these with the maximum and minimum rations given in the Bombay Famine Code we find that even the non-labouring prisoner is better off by four ounces than the labourer who gets the minimum wages. The contrast becomes more vivid and more painful when we remember that the labourer has to work day by day on the relief works and perhaps to support a number of small children. When further we bear in mind the circumstances under which the Famine Insurance Fund was raised we cannot help thinking that Government is under a moral obligation to provide for the labourer the maximum diet allowed for a labouring convict. It must be further remembered that the labourer has to return in vigour to his agricultural occupation, which requires no small exertion, when the rains begin to set in. We, therefore, pray that the Commission will recommend a substantial increase in the ration tables of the Famine Code.

10. We now proceed to consider the policy of the Bombay Government in collecting the land revenue in the affected Districts during the famine year. We have already commented upon the rough estimates published by the Bombay Government as to the amount of remissions and suspensions which they were prepared to concede to the raiyats of the affected districts. A correction was made by the Government, and the final figures will be found below in the table taken from the Bombay Administration Report. The realisations till the 31st July for the last two years have also been given for ready reference and comparison. In column one the outstanding balances for previous years recovered have been added :—

| DISTRICT. | Realisations till the 31st of July 1896-97. | The same for 1895-96. | Remission for failure of crops. | Suspensions 1896-96. | Suspensions 1896-97. |
|---------------------|---|-----------------------|---------------------------------|----------------------|----------------------|
| | R | R | R | R | R |
| Thana | 11,17,209 | 11,57,714 | 86 | 727 | 73,342 |
| Nasik | 14,70,033 | 15,55,427 | ... | 1,980 | 87,043 |
| Khandesh | 38,87,680 | 40,13,116 | ... | 8,299 | 1,61,230 |
| Nagar | 15,31,365 | 16,99,600 | ... | 101 | 1,18,221 |
| Poona | 12,02,014 | 1,350,640 | 687 | 816 | 1,28,038 |
| Sholapur | 9,41,427 | 11,20,309 | ... | 869 | 1,99,373 |
| Satara | 17,95,600 | 18,03,845 | 5 | 36,676 | 8,21,165 |
| Dharwad | 25,24,451 | 25,59,207 | ... | 575 | 7,919 |
| Bijapur | 10,84,740 | 14,21,417 | ... | 79 | 3,25,814 |
| Ratnagiri | 8,51,249 | 8,55,501 | 99 | 19,980 | 27,251 |
| Kolaba | 12,65,221 | 12,42,836 | 10 | 40 | 373 |

We now quote another table bearing upon the subject of famine from the Administration Reports. The figures for relinquishment and the number of distraints are here given :—

| DISTRICT. | Relinquish-ments | Distraint* 1896-96. | Distraints 1896-97. |
|----------------------|------------------|---------------------|---------------------|
| | Acres. | | |
| Thana | 52 | 107 | 408 |
| Nasik | 5,054 | 2 | 9 |
| Khandesh | 3,013 | 12 | 70 |
| Ahmednagar | 35 | ... | 12 |
| Poona | ... | 1 | ... |
| Sholapur | ... | ... | 7 |
| Satara | 756 | 2 | 6 |
| Dharwad | 233 | 3 | 5 |
| Bijapur | 12 | 14 | 5 |
| Ratnagiri | 224 | 104 | 35 |
| Kolaba | 26 | 4 | 8 |

It will be seen that the realisations in the Kolaba district are greater in the famine year than in the previous year. It is true that there is a falling off in the realisations for

the famine year in the other affected districts, but this falling off would have been greater but for the methods pursued by the Collectors in getting in the revenue. We now beg to reproduce the Circular No. 98 (Fam.) of 1897 issued by the Bombay Government for collecting the revenue :—

No.98-FAM.

REVENUE DEPARTMENT (FAMINE).

Bombay Castle, 9th January 1897.

Memorandum from the Commissioner, C. D., No. R.—5623, dated 30th December 1896—Submitting for information copy of the following memorandum No. 1167, dated 28th idem, addressed by the Collector of Poona to the Assistant Collectors in his district, together with copies of the Collector's endorsement No. 11268 of the same date and of his reply to it, in which he states that he considers the arrangements made by the Collector judicious, and that he has nothing further to suggest at present :—

"Mr. Orr reports that in his charge not a pie of the revenue instalment due on 10th instant has been paid, and that he has taken the following steps :—

- (1) Directed notices should be issued only for land of which the crop is four annas or over.

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and Secre-
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Borwankar
Sabha,
Poona.

(2) Directed notices to issue to mortgagor (*sic* query mortgagee) or other interested person, as well as to the occupant.

(3) Directed immediate report to him on expiry of term of notice with a view of forfeiture of occupancy under section 152, Bombay Land Revenue Code, which he recommends in all cases in which there is a well-to-do defaulter interested in the crop, the forfeited land to be let thereafter on annual lease until the occupancy can be sold again for a fair price.

"2. In the opinion of the Collector it is desirable to issue notices somewhat more freely than Mr. Orr proposes. There are unmistakable signs of a determination to pay no revenue being formed and fostered by persons not immediately concerned with the land; and it is necessary to meet this determination with some firmness. The Collector therefore desires that—

(1) on the expiry of the '10 days' grace usually allowed from the date on which an instalment falls due notices shall issue to—

(a) all non-agriculturist occupants and all non-agriculturists directly interested as mortgagees or otherwise in land, whatever the outturn of the land may be;

(b) all agriculturist occupants whom the Mamlatdar knows or has good reason to believe to be—

(i) either *well-to-do* (that is to say, possessed of sufficient means to be able to pay without undue difficulty), whatever the outturn of his fields may be,

(ii) or occupants, who are not *well-to-do*, of fields which have yielded a crop of four annas or over;

(c) all agriculturist mortgagees and others interested directly in lands in the occupancy of class (b);

(2) notices shall not issue to agriculturist occupants or mortgagees, etc., who have both of the following qualifications:—

(i) not well-to-do,

(ii) crops have not reached four annas.

(3) In all cases coming under classes (a) and (b) and (c), the Collector, as at present advised, does not see any objection to proceeding as recommended by Mr. Orr in paragraph 1 (3) above, but will be glad of the opinion of Messrs. Bonus and Sale. In cases coming under (b) (ii) opinion is invited from all Assistant Collectors as to whether the ordinary sequence of recovering the arrears should be followed, or should be, in any way, and if so, in what way, departed from.

"3. Of cases coming under Article (2) of this paragraph, the Collector is prepared to receive lists with recommendations for suspension of revenue."

RESOLUTION.—Government approve of the instructions issued by the Collector of Poona.

2. The course proposed for Poona should be adopted in all the affected districts, and also in Thana, Colaba and Ratnagiri.

G. S. CURTIS,

Under-Secretary to Government.

This circular was commented upon by the Sabha in two representations which are printed in the journal submitted herewith* (Proceeding pages 45—53), and we need not reiterate our arguments. We have no doubt that the distinction drawn by Government between agriculturist and non-agriculturist occupants is an untenable one, and opposed to the "surplus produce" principle enunciated by the Famine Commission. The revenue is to be paid from the agricultural *surplus* produce, and not from non-agricultural income. The principle is a settled one and its transgression by the Bombay Government is in no way justifiable. The Sabha, therefore, proposes that the Famine Code should enunciate a fundamental rule that assessment

should never be permitted to be realised out of *non-agricultural income, or any kind of capital stock, but should be confined to agricultural surplus produce for the year alone.*

11. That some unusually severe measures were required to be taken to collect the land dues in certain places was admitted by Government. A strong letter bearing upon the revenue realisations in Kolaba appeared in the *Times of India* of Bombay, signed N. on the 20th July 1897. There were very serious allegations were made against the Revenue Officers of Government. The Famine Relief Code required that no agriculturist should be compelled to borrow from the Sowkars to pay the land revenue. The writer says that nine-tenths at least of the agriculturists of *Asas* were driven to this course. The peasants were threatened with fine, attachment, distraint and sale of agricultural property and ultimate eviction. Two concrete instances were given of the way in which raiyats were compelled to pay the land revenue by resorting to methods which were directly opposed to the principles of the Famine Code, and the Government would seem to have admitted the fact by their proceedings in the Bombay Legislative Council which met on the 4th of August 1897, His Excellency the Right Hon'ble Lord Sandhurst presiding; and we beg to place before the Commission the text of the interpellations and the answers bearing upon the collection of land revenue in the Kolaba district, and in certain talukas of Khandesh:—

COLLECTION OF THE LAND REVENUE.

"The Hon'ble Mr. Khare, for Mr. Bal Gangadhar Tilak, asked: Has the attention of Government been drawn to the complaints regarding the recovery of full land revenue from almost all the occupants in the Alibag Taluka in the Kolaba district by threats of prosecution or confiscation of the occupancy rights, and that this has, contrary to the provisions of the Famine Code, driven many of the cultivators to borrow money from Sowkars or to sell cattle to pay the assessment? (See *Times of India* of 20th July 1897.) Is it a fact that nearly the whole of the land revenue in the Umbargaon Peta in the Thana district was recovered by a similar process? Will Government be pleased to make an inquiry into the matter? The Hon'ble Mr. Nugent said: The attention of Government has not been called to any such complaints, but they are aware that it was necessary owing to the ill-advice of certain agitators to make known what were the orders of Government with regard to the recovery of the land revenue, and even to make use of coercive measures against *substantial* occupants to a larger extent than would otherwise have been the case. An attempt at combination in the Umbargaon Peta was defeated by similar means. In few cases was it necessary to resort to actual distraint. Government see no valid reason for making a special inquiry regarding these matters. They have full confidence that the local officers will administer the land, and carry out instructions with discretion and with the fullest consideration for those entitled to it."

FAMINE AND THE LAND REVENUE.

"The Honourable Mr. Khare, for Mr. Bal Gangadhar Tilak, asked: Will Government be pleased to state what was the amount of the land revenue recoverable last year (1896-97) in each of the districts affected by famine, and what amount thereof was suspended or remitted in each of the districts? Also what portion of such suspensions or remissions represents increase in the assessment caused by the Revision Survey in the first year of its levy? The Honourable Mr. Nugent replied: Exact information on the matters referred to in the first part of the Honourable Member's question is not available, but a statement is laid on the table showing the approximate demand and the amount which it is estimated will be suspended in each of the districts affected by famine or scarcity. There are only four talukas and certain lands in two talukas in the affected tract in which revised assessment was levied last year for the first time, but suspensions and remissions were not made with any regard to increase of assessment under revision settlements."

"The Honourable Mr. Khare, for Mr. Bal Gangadhar Tilak, asked: Is it a fact that some agriculturists in the village of Rayer in the Taluka of Dhulia in the Khandesh district had to pay in one sum the last year's land revenue ordinarily recoverable in two instalments? If so, will Government be pleased to inquire why this extraordinary course was adopted? The Honourable Mr. Nugent said: Government have no information regarding the particular matter referred to by the Honourable Member, but are aware that owing to evidence of a combination to withhold the Government reve-

* Not printed.

nue in the Dhulia Taluka the law for its recovery, which authorises the levy at once of the whole amount due, was enforced against some *well-to-do* persons, with the result that almost all the occupants, probably including some who would have been held entitled to suspension, forthwith paid their assessment.

12. Now, the same matter is mentioned in several places in the Administration Report. But it is sought to be excused on the ground that these unwarranted methods were necessary to defeat the combination among the *raiya*s created by "certain agitators." We feel persuaded that a mere statement of the case against the Government is sufficiently condemnatory, and we submit that no long argument is needed to expose the fallaciousness of the Honourable Mr. Nugent's reasoning. Government constantly refers to what it is pleased to call "certain agitators," who in its opinion attempted successfully or unsuccessfully to deprive the Government of its due revenues. We are not aware of the existence of any agitation, secret or otherwise, for depriving the Government of its just dues. We submit that the mere reiteration of the words "certain agitators" is not enough to prove their existence; and there is no ground or reasons which can be said to countenance the punishment of the *raiya*t for the sins of the alleged agitators. It was perfectly open to the Government to catch hold of the persons of these imaginary agitators, and every loyal citizen would have hailed with delight the punishment of these mischievous persons. The penal law of the land was certainly sufficient to reach these agitators; and it is not a sound policy to compel the suffering *raiya*s to pay in a single instalment the revenues due for the year. We trust that your Commission will direct an inquiry to be made into these complaints by calling independent witnesses. We suggest that some of the Sowkars of Kolaba and Khandesh should be called before the Commission and then the borrowings of the year may be determined. This would be a sure test of determining the extent to which the *raiya*s were driven to borrow from the money-lender to satisfy the demands of certain over-zealous and misguided subordinate Revenue Officers. The figures given above show the number of distraints effected in the suffering districts, but we are afraid that they do not exhibit the whole truth in reference to this matter. The amount of borrowing would be the truer test, and it would correct the inferences to be drawn from the area of relinquishment and the number of distraints from the affected districts. It may also be added that the number of registrations under the Deccan Agriculturists' Relief Act exceeded that of the previous year by 8,326 or 5.74 per cent. showing the greater indebtedness of the *raiya*t in the famine year.

13. During the last famine the executive control of famine administration was directly under the supervision of the Governor in Council, under the very able guidance of the Honourable Mr. J. Monteth. We gratefully acknowledge that His Excellency himself used to undertake running tours through the famine-affected areas at great sacrifice of personal convenience and comfort. These visits had a very healthy and stimulating influence at the relief centres, but we venture to submit that the appointment of a Famine Commissioner would have better answered the purpose. Section 28, Chapter 3 of the Famine Code, makes the appointment of a Famine Commissioner optional. We are aware of the grounds on which this section is based. But recent experience points to the conclusion that the head of the administration cannot exercise sufficient personal supervision and control of the famine administration on account of his multifarious duties. A Famine Commissioner would pay undivided attention to the department committed to his care, and exercise personal control over the different relief centres. The mere creation of a separate famine department in the Secretariat only succeeds in bringing a batch of papers under the control of a certain officer. There is considerable elaboration of details, and officers are required to go through a large correspondence. The department then degenerates into an inanimate paper control and everything is left to the whims and caprices of over-zealous and ill-informed subordinate officials. All these defects can be remedied at one sweep if the appointment of a Famine Commissioner is made compulsory. The Famine Commissioner can then personally visit the affected areas, see things for himself, and hear the wail of the sufferers in famine with his own ears. We therefore suggest that section 28 of the Famine Code should be so amended as to make the appointment of a Famine Commissioner compulsory.

14. We now briefly refer to two more recommendations which we wish to be placed before the Commission.

(a) Non-official supervision is necessary over the working machinery at the various relief centres. Govern-

ment should call in the reports of these supervisors at stated intervals.

(b) In reference to the relief to be given to orphans we suggest that their labour should be expended on some permanent industrial works where possible. This would be greatly beneficial to them; since otherwise after the close of the famine they are compelled to leave the works, and they degenerate into vagrants without either capital or ability to earn a living for themselves.

15. Before concluding this short representation we beg to refer to the grain storage question. We have fully considered this method of coping with famine and the arguments *pro et contra* of the Famine Commissioners on the question. We are greatly inclined to agree with the conclusions arrived at by Mr. James Caird and Mr. H. E. Sullivan in their dissenting note appended to the report of the Famine Commission of 1876. Accurate statistics are not available to determine the sufficiency or insufficiency of grain at the affected centres. From the correspondence published in the Sabha's journal and from private inquiries we are inclined to the belief that grain stock was insufficient in several places to meet the demands of the affected people. The tension in the grain-market was considerably aggravated by the remarkable shrinkage in the currency of the country. In places where there was sufficient grain, people suffered from the contraction of currency brought on by the closing of the mints, and the money famine and the grain famine between themselves greatly intensified the sufferings of the people. The prices in some places were even quadrupled, and great exertions were needed to break the rings of the grain-dealers. This was partially effected by the opening of cheap grain-shops, the principle of which we now proceed to state. It is obvious that these cheap grain-shops cannot be started unless the rich people of the affected districts collect between themselves the necessary capital for the purpose. Grain is then imported from other places and is then sold at the cheap grain-shops without leaving a margin of profit. Sometimes, however, when the rates in market have not gone very high, and the famine is in its incipient stage, a slight margin for profit is left. If grain is sold at the purchased rates, and if the whole is consumed as is generally the case, no drawings need be made on the subscribed capital. The grain shop practically becomes a self-acting machine. If, however, the purchased rates are very high and if the famine is in the advanced stage then it is necessary to sell grain at a loss, and this loss is recouped by the subscribed capital. These charitable shops were opened with successful results in certain places. This of course can be effected by private agency without any interference from Government. But Government can relieve the distressed to a very great extent by annual grain storages. The Commissioners say that the price of such an undertaking is prohibitory and that this is a *primâ facie* reason for overthrowing the proposal. In paragraph 160 they say "that any system of State-storage to be effectual must be continuous, and that the quantity stored must be the maximum supply that can be required on any occasion." They further say that there are certain economical dangers and difficulties in the way, and that such a system would be a standing encouragement to improvidence, recklessness and the disposition to force the Government to grant public charity. Under the former Native Governments the assessment being generally taken in kind the storage of grain was natural and this greatly helped the people in famine. We propose to utilize these grain-stores mainly for the purpose of breaking the rings of greedy grain-dealers. The moment Government finds the existence of such a combination it should bring out its grain into the market and retire when the prices go down to the correct famine level. Every third year the grain may be sold off at the current rates, and we feel persuaded that in the long run the profits and the losses would adjust themselves. The very fear of the existence of such a store would exert a healthy influence on the grain-dealers without encouraging improvidence or recklessness among the people. At any rate we suggest the calling in of expert evidence on this subject, and a reconsideration of the question.

16. In conclusion, we hope that all these points will be duly considered by the Commission before submitting its report to the Government. Some of the information contained in this representation is based upon second-hand reports, and we trust that the Commission will see its way to get it checked by further evidence. We are most anxious that no undeserved comment should be passed upon the Famine Relief Operations in the Bombay Presidency, and it is only a strong sense of duty which we owe both to Government and the people that we have placed the above observations for the consideration of the Commission.

Chairman
and Secretary;
Bombay
Sabha,
Poona.

Written statement of evidence by MR. P. R. DESAI, Pleader, District Court, Ratnagiri, dated 5th March 1898.

Mr. P. R. Desai.

The following lines relate to my experience of the district of Ratnagiri during the last famine as an inhabitant of that district. In these lines I have attempted to give a brief description of the geographical position, the nature of the soil, and of the general condition of the people of that part of the Presidency, in order that the members of the Famine Commission, now sitting in Bombay, may have an idea of the difficulties the people of the country had to face during the famine.

The geographical position of the District of Ratnagiri.

The track of the Presidency of Bombay forming the present district of Ratnagiri lies between the Suhadri range of the Ghauts and the sea, from the Bankati river on the north to the State of Sawantwadi and the Portuguese territory of Goa on the south. The total length of the district from Bankati to the Raidee creek is about 159 miles, and its breadth from the Ghauts to the sea is about 45 miles.

The nature of the soil and the condition of the people.

The whole of the district is almost hilly and rugged. Its land is of an inferior quality and yields, in most places, only one crop in the year. By far the largest portion of the cultivation is "wurkus," or dry grains, such as, nagli, hurrik and cooltie, etc. Almost every inch of land capable of yielding crop of any kind is brought into cultivation, even the summits of the highest hills not being allowed to lie waste. The wurkus land requires to be kept fallow for a longer or shorter period, according to the nature of the soil, for want of sufficient manure. The cultivation of the soil of this district depends entirely upon the timely fall of the monsoon rains, there being no irrigational works in any part of the country. The people are proverbially too poor. The cultivators here have generally a hard struggle for subsistence, and many of them do not get a full meal for days together.

The commencement of the famine and the measures adopted to save the human life.

Early in the month of November 1896, there was a sudden rise in the prices of food-grains, and the signs of approaching distress were visible throughout the district. The distress was due to the failure of crops for want of rain. Reports were received by the Collector of the failure of crops and of water-supply in the district. A deputation consisting of some leading members of the town of Ratnagiri waited upon the Collector, Mr. Drew, who promised them to do what was necessary to avert the danger. Meetings were held and funds raised by private subscriptions for the immediate improvement of the water-supply for human beings and cattle. Loans were given to agriculturists to provide them with immediate means of subsistence and to enable them to prepare their lands for cultivation in the next season, and in some talukas small relief works were opened by the Local Boards in consultation with, and entirely under the instructions of, the Collector who tried his utmost to help the poor in those days of calamity. But even the latter measures adopted were found to be inadequate for the requirements of those hard days, especially in the month of September last, when the distress had developed itself into close famine, as no substantial help was, I regret to have to say, given by Government, either by opening large relief works, or by way of giving gratuitous relief of any kind to those who stood in great need of it; and consequently, had it not been for the charitable distribution of money by Mr. Khureghant, the District Judge, and Mr. Drew, the Collector, be it said to their credit, many old men and women unable to work, and helpless children, would have perished from starvation.

Necessity for suspending the collection of Land Revenue.

I have already said that the greatest portion of the total area of the cultivable land of this part of the country is utilized for the cultivation of wurkus crops, and that the cultivation of such crops depends entirely upon the monsoon rains. That there was a failure of such crops for want of rain over a considerable area of this district, is beyond a doubt. Such being the case one is at a loss to understand why the collection of the land revenue was not suspended or remitted during the last famine, at least in those parts where the famine pressed too hard. Remission or suspension, whole or in part, of the collection of the next instalment or instalments of the land revenue would have been an important boon to the distressed cultivators who were cruelly hem-

med in as it were by the distress in their homes, and the plague in Bombay which lost them the means of subsistence which they usually obtained for 8 months in the year. Numerous applications were, I am told, made by the ryots for this concession, but I am afraid they did not receive adequate consideration at the time at the hands of the authorities, and I consider that this was a departure from the prescriptions of the Code.

Necessity for importing food-grains by Government.

The District of Ratnagiri is overpopulated, and the soil being miserably poor, is quite incapable of supporting the population. Considerable quantity of grain is, therefore, annually imported from the neighbouring districts. Section 40 (c) of the Bombay Famine Code says:—"Only in very exceptional cases *** will Government take direct action to import grain; and Government will not interfere with private trade so long as that trade is able and willing to place food within the reach of the distressed people." What this clause says, in effect, is that under certain circumstances Government can, if they wish, purchase grain on their own account for the use of the distressed people in places where it is most needed. The distressed people of Ratnagiri did really stand in need of such a help in the last famine. Suggestions were, therefore, made to the Collector to move Government to import grain for selling it to the distressed poor at rates reasonably below the prevailing market rate, but he declined to move in the matter, rightly or wrongly, I cannot say. I am not unaware of the fact that the Code does not encourage any interference with the action of private trade in the supply of food in times of famine, but it appears to me that when the peculiar circumstances of any particular district or a part thereof calls for such an interference, I think this rule ought to be relaxed in favour of the people of that district.

Advice and recommendations thought likely to be useful in future famine.

It is, I consider, difficult for a man of my profession and limited experience to make recommendations or to offer any advice in a matter of this kind, but my personal experience of the last two famines (of 1876-77, when I was in the Deccan, and of 1896-97), leads me to say that nothing short of the adoption by Government of the following two measures can materially help the distressed people in any part of the country which may hereafter be visited by famine.

These measures are:—

- (1) On receipt of a report from a Collector that owing to the abnormal failure of the harvest causing total or almost total destruction of crops over a considerable area, famine is imminent, let Government be authorized to depute an independent and experienced officer to ascertain, on personal inspection of the affected area, whether any remission or suspension, whole or in part, of the collection of the land revenue is absolutely necessary. If the decision of the officer so appointed be in the affirmative, let the concession be at once granted by Government, without consulting any other officer in charge of the district. In making this recommendation I do not mean in any way to reflect upon any of the Collectors who are now entrusted with this duty. I want to see them relieved of this tedious duty, as they are, at present, overworked. Hence this suggestion.
- (2) Let Section 42 of the Famine Code be so modified as to make it incumbent upon Government to import food-grains for selling it at a moderate rate to the distressed people in places where it is most needed; and lastly
- (3) Let the Famine Insurance Fund be largely and freely utilized in relieving the distressed people during famine.

I have carefully perused the whole of the Bombay Famine Code, and have verified my impressions of its contents and the conclusion I have arrived at is that none of the rules therein given seem to require any material change or modification except in respect to the matters mentioned above. All the rules of the Code are reasonable and suitable for combating with any future distress of any magnitude, provided that they are honestly, strictly, and sympathetically given effect to.

Written statement of evidence by G. K. CHITALE, B.A., LL.B., High Court Pleader, Ahmednagar.

1. Departure from the prescriptions of the Bombay Famine Code.

Under this head I may note that, speaking generally, there were not very serious departures from the provisions of the Code. But I think it is necessary and permissible to point out defects in the details of the provisions, as enforced. I may at once say that I do not at all speak with the knowledge of details which officials can justly lay claim to, but rather I am speaking from the point of view of a casual observer.

1 (a). The first defect that I note is in the system of drafting people on famine works. In Sholapur District and, I believe, in other districts also the Dakhla (दाखला) system was introduced. According to it each applicant for work was obliged to bring a "Dakhla" from the village officers of the village he lived in. This gave scope for corruption and the people were put to great trouble and had to wait. Besides people coming from Native States could not produce such Dakhlas, and were consequently left out. This system is not good and is likely to be greatly abused by the petty officials, and the poor and needy people troubled in consequence unnecessarily, for the object of the famine operations is to give immediate relief to the needy and not to place unnecessary restrictions to obtain it. No such rigorous system therefore should be introduced and all applicants for work should be freely admitted for some time, and when there is a sufficient number of workmen in any work it should be closed for further drafting. All new-comers should be asked to go to another work.

(b). Another defect that I would like to point out is the indiscriminate mixture of all work people. After a sufficient number of workmen have been got together for any work these men should be classified according to different castes and a definite number of workmen should be placed under a mucedum of the same caste as that of the workmen. If this method be followed the units would be more cohesive and capable of being worked with a minimum of friction.

(c). A third defect was the employment of mucedums and karkuns of castes other than those of the workmen over whom they were placed. Care should therefore be taken to appoint men of the same caste as far as possible.

These matters may seem trivial, but in dealing with people of known religious prejudices they are important.

2. The greatest defect was the deficiency of hutting arrangements. In the month of January 1897, that is, after three months' famine operations were in progress, I found that there were very few huts provided on works in Sangola and Malsiras talukas. Even so late as August and September I found that very few huts were provided on works at Imam-pore Ghats, Miri and Neonsa taluka in Ahmednagar District. The work people suffered exposure all day and night. I remember once in October or September that while coming from Sheogam I found the workmen below the Jour Ghat shivering in cold on account of rain of previous night. This deficiency I think must have been responsible for a good deal of mortality which, with a little timely care, could easily have been avoided.

3. The next defect that I would note is the unsuitability of the same work to all classes of workmen. The relief of weavers and such other classes must be in their own craft as far as possible. The scheme of such relief should be carefully prepared beforehand and the details settled. The sections of the Famine Code dealing with such special relief were modified at the eleventh hour in February, much to the discomfort of the classes affected by them. I am not, however, in a position to give the outline of any workable scheme. But I may suggest that it will be better to follow Madras method in this respect.

4. In some places fines were levied contrary to the provisions of the Code. It may, however, be observed that the provisions in the Code should be a little more liberal and specific in this respect. An irreducible minimum of wages should be fixed.

5. Remissions and suspensions of land revenue were not given to that extent to which the tenants were entitled under the Code. It is true that the Government in their Circular No. 9704 Famine Revenue of 2nd December 1896, lay down, amongst other things, that the tenants should not be made to pay assessment by contracting debts. But this sound principle was observed more in the breach. Remissions and suspensions of land revenue should be given freely, as people if forced to pay, sell their stocks of corn and then go to famine works. Some even are said to save from their wages

what they can by starving themselves. Others borrowed from the sowcars either at an enormous rate of interest or by mortgaging all that they can lay their hands on. This is not a random statement. I cite here an instance of Kurmala taluka in Sholapur District. There in the last two and a half months of 1896 the number of sale-deeds mortgage-deeds and bonds that were registered was 2,566, as against 2,236 in the corresponding months of the previous year, the difference in the aggregate value of the two years being Rs. 33,015-15-9.

The following is the comparative statement:—

| 1895. | | | 1896. | | |
|----------------|-------|---------------|----------------|-------|--------------|
| | No. | Value. | | No. | Value. |
| Sale-deeds | 915 | 86,723 10 0 | Sale-deeds | 914 | 88,378 8 0 |
| Mortgage-deeds | 670 | 53,562 7 0 | Mortgage-deeds | 891 | 77,690 15 3 |
| Bonds | 681 | 40,519 14 6 | Bonds | 751 | 47,772 10 0 |
| | 2,236 | 1,80,825 15 6 | | 2,566 | 2,10,843 1 3 |

These figures speak for themselves. If that was the state in the early months when the pinch of famine was not felt and the assessment was not due, what must have been the state of such transactions in March 1897, when the conditions were altogether altered.

I believe that if such figures in the several talukas of the affected districts be published it would be a very instructive reading and give a direct lie and furnish a true test to see how far assessment was paid by contracting debts. The system of 'Dar' (दर) and 'Nadar' (नादार) that was introduced by Government Resolution (No. 92 Revenue Famine) is found not to work well, as all who do not go to relief works are considered 'Dar' and all those who go ('नादार') 'Nadar', which is surely not correct. Some people, such as high class Marathas in poor circumstances, prefer to starve themselves rather than go to the relief works. Furthermore, I knew of cases where some tenants had got some corn from some of their fields, had to sell it for paying Government revenue that was due on others. I may express it in other words. Suppose a man has to pay Rs. 100 as assessment on three fields. Suppose that one of such fields gives him some produce and the assessment on it is Rs. 25. The tenant has to pay the whole revenue, even the remaining Rs. 75 as he is considered 'Dar'. But this he cannot do easily. I suggest therefore that when there is general failure of crops suspensions should be freely given on all fields that have not produced anything irrespective of 'Dar' or 'Nadar'. The lower officials in their overzeal oppress the poor people and realize the revenue. Sometimes, as was reported, both the instalments together, and fault is found with those officials who do not do so. Mamalatdars and others try to give hopeful reports, but they should be taken at a discount of at least 25 per cent.

6. Famine programmes of works in the districts likely to be affected were defective. They should be kept more up-to-date.

7. In some cases the provisions of the Famine Code with regard to village doles were not rigidly followed. It was reported in papers that allowance of *ghes* and other things was discontinued to those wild tribes, such as Worlies, etc., on the plea that they do not generally use *ghes*. I believe this, if it really happened, was a mistake and needed only to be brought to the notice of the authorities.

8. The provisions with regard to non-working children were made more rigid in February and March than what the spirit of the Code warranted by the introduction of what is known as kitchen system. The Code allows these children 2 pice per head. But this was converted into a practice of giving cooked food instead. The rapid fall of numbers on relief works in the months of April and May was largely due to the introduction of this system. It must be remembered that the famine allowance per head is just sufficient to keep body and soul together. I believe the intention of providing for each and every case separately was to attain a general moderate standard which would be sufficient to satisfy the cravings of hunger. In fixing this limit the unit should be not an individual but a family if the minimum allowance is to be maintained. If a family contains five members they are likely to be better fed even under the minimum allowance if each and every member gets his due under the Code than by splitting up the members, and we try to economise what little we can in the

Mr. G. K.
Chitale.

Mr. G. K. Chitale. case of each and every member. The question should be approached as a whole and rather liberally.

9. The division of workmen into four classes A, B, C and D was generally observed. But in some cases in the actual working very great reluctance was shown in giving a workman A class wages. Some excuse, however flimsy, was sufficient to make him entitled to B class wages instead. In this respect more specific instructions are necessary. The four classes should be maintained and the payment of A class wages should be encouraged. The number of non-working children appears great, but it should be left to the discretion of the supervising officer to put them under working class. All able-bodied and strong children, even if they be a little below the age of 7, be put under class D, and very light work should be provided for them.

10. Distance test was applied contrary to the spirit of the provisions of the Famine Code in several places in Ahmednagar District. The effect of this was that relief works failed to reach the people who were suffering from starvation or semi-starvation.

11. In the early three or four months of famine want of proper sanitary and medical help and other wants, such as the speedy opening of poor-houses, arranging village doles, and the like, contemplated and provided by the Famine Code, were not provided with promptitude. The effect of this was that people in some places drank dirty, filthy water near by their camp in which they daily washed their bodies and clothing, and thus endangered public health.

II. Degree of success considered with regard to saving of life and economy.

The human lives were saved no doubt. It must be admitted generally that the famine operations last year were more successful in accomplishing this result than those of 1877-78. This was primarily due to the relief being timely and quite opportune. The people when they came on famine works were not emaciated and pretty healthy. If the relief operations had been opened a little later I am certain that the mortality would have been much greater than what it was. On the other hand, the mortality as it was, was considerable enough. About 110,000 men, women and children seem to have died over and above the normal. This calculation is based on figures given in Government Resolution No. 2010, Famine, of the 28th December 1897. According to another calculation, viz., that of population statistics and converting these monthly annual death-rates per mille into the simpler fact of number of deaths in excess of the normal, we get larger results. For instance, take Satara: the population is 1,250,000, death rate for three months, March to May, 13.22 per mille = 52.88 per annum: average for ten years 7.02: excess 6.20, which gives an excess number of deaths over the normal of 7,750 in three months.

Sbolapur.—Population, 750,000, excess death-rate 3.53 per mille; excess deaths 2,640.

Belgaum.—Population 1,000,000, excess death-rate 5.42 per mille; excess deaths 5,420.

Bijapur.—Population 800,000, excess-death rate 5.63 per mille; excess deaths 4,540.

This calculation gives for these four districts with a united population of 3,200,000 in three months of famine 20,350 deaths in excess of the normal. From these calculations it is certain that a great number of people died from the effects of famine. Safely the number can be put at 50,000, and these deaths must be set to privations and semi-starvation. These figures are appalling enough. It is remarkable that the mortality amongst children under 3 was very great. In one file, on the Pathri diversion road, there were 19 such children and hardly three survived up to July, and they were also sickening and must have died later on. The mortality on the works is low, because as soon as people fall ill they go home to die under their paternal roof, unless the illness be sudden. The figures therefore in the Government reports are not quite true but misleading. The low death rate in the early months in the affected parts is misleading. For the number of the people who migrated must be taken into account before we can institute any fair comparison with the years 1896 and 1897.

On this head I may observe generally that the mortality, as compared with the past years, was more than normal. I attribute it to the effects of exposure and privations undergone by many people during the critical time. Many people ate only half their belly-fuls and mixed a large quantity of takla (ताकला), tamarind (चिच) and other edible leaves in flour: (उमर)umber fruit and other wild fruit they collected and ate. In fact, a great many people in June,

July, August and September underwent many privations, and the effect was weak health and bowel complaints. I may say with no exaggeration that these months even in years when the crops are average, go very hard with the agricultural populations, and when famine stalks over the land in all its hideousness and misery, no wonder they are found by these people very terrible indeed.

Exposure was the next cause of increased mortality. In some places there were no huts; in others they were not put up in time. The consequence was that in the rainy season people suffered from damp. The mortality amongst children was remarkable. All children that came on works with their mothers mostly died in April and May from heat and afterwards from damp.

The women were tasked along with men, and they could not suckle their children as they had no milk. Surely some thing can be done for them and the death rate reduced.

As regards preventing the extreme mortality in cattle, the measures cannot be pronounced so successful. The failure was mostly due to the measures not being timely. Before any serious attempt was made to save cattle and other agricultural stock half of it was already gone. The deficiency of fodder and in some places of water was mostly responsible for this result. There was ample grass in the reserved and other forests. But it was not got at in time and could not be easily distributed. Early in January last when I travelled in Malsiras and Sangola talukas of Sholapur District I found on enquiries that the agriculturists had a very poor agricultural stock. Later on that too must have very greatly diminished. In fact the agricultural stock was in very poor condition and died in enormous numbers in the affected districts leaving agriculturists cattleless. The provisions of the Code with respect to the checking of this mortality seem not very sufficient, and they should be altered in the light of the present experience. As regards economy, the measures therefore must be pronounced as generally satisfactory. There was much of it except at the beginning. The fines were strictly levied and the relief was confined to those who were in need of it. By the dakhla (दाखला) system some restrictions were put on drafting. Residence in camp was made compulsory and owing to fear of exposure many people were kept at home. This restriction should have been done away with, in the rainy season at least and where there were no huts; but no heed seems to have been given to it. Generally it may be observed that the operations under the supervision of Public Works officers were more successful and economical than those under other civil agencies. I would, therefore, suggest that in future that all famine works should be carried out by the Public Works agency alone. I may observe that the attempt should be to centralize the power and do away with decentralization as much as possible. It is likely to tend to more economy and to produce good results. More attention than hitherto should also be given to choosing works of utility. They would be found more economical in the end.

III and IV. Under this head I may note that the task system of exacting work from famine labourers is faulty. Besides the tasks allotted are very heavy, and the effect naturally is less work and less wages. The following table illustrates the tasks that were generally exacted on several relief works:—

| Work. | A class males. | B class males. | Work. | A class females. | B class females. |
|-----------------|---------------------|--------------------|-----------------|--------------------|--------------------|
| Metal-breaking. | 8 to 10 cubic feet. | 6 to 8 cubic feet. | Metal-breaking. | 6 to 8 cubic feet. | 4 to 6 cubic feet. |

With regard to this it may be observed that the task system in the actual working overlooks the difference between a professional labourer and an unprofessional one. A labourer who is used to the kind of work that is demanded of him would be able to put in the requisite amount of work with ease. But it would be very difficult for one who is not used to such work to put in even the three-fourths of that of the professional. In order to satisfy myself I have seen at Velapore working 4 males each of A, B, and C classes, 4 females each of the same classes, and 6 children who brought small stones.

I found that if these 30 men, women, and children be employed for two hours incessantly, they are only able to turn out about 10 to 12 cubic feet. That means that 24 men and women in equal numbers in 10 hours will turn out at the most 60 cubic feet of metal, and that too with the help of

6 children. I would, therefore, suggest that, wherever possible, piece-work system should be introduced so that the people might be free to go about and also be able to put in a reasonable amount of day's work.

As regards works the works done were mostly metal-breaking and road-making which, to say the least, in no way prevent or mitigate the effects of future droughts. Later on tanks were taken up, but when too late. I believe that metal-breaking is chosen not with a view to economy, but probably on account of unpreparedness and its suitability to all and sundry at any time. I think to choose works on such principle is a mistake. The proper principle which should decide any work being taken up in preference to another should be economy in the end and easy relief present and future. Larger tanks and canal projects should be included more in the famine programmes than hitherto. Only such works should be done in a famine as will tend in some way to mitigate the effects of drought in future. Metal-breaking is not economical, for the work is not so easy to all as is commonly supposed. Also because metal that is broken may not be used up and will most probably weather and fall to powder by the time it comes to be used. This is not an idle statement. I may cite here as an instance of the metal that was collected and heaped in the famine of 1877-78 on the Akolner and Nagar road in the Ahmednagar District has disappeared. It being only traceable in fields and small nullahs. This must have happened in many places. Too much road-making cannot also be recommended. For roads simply come in the place of country tracks which served pretty usefully before. We have had enough roads in almost all the districts in this Presidency which are likely to be affected by famine, and which are styled as famine tracts. Railways are costly and require at least two-thirds more funds to finish afterwards and so cannot be recommended and besides they are not so good palliatives against future droughts as small canals and tanks. Large irrigation works should not be taken up wholesale. For it is said that they work best when there is plenty of water, in other words, when they are least needed and the cost is enormous. On the other hand small canals and tanks if undertaken on a large scale, would be more beneficial and economical; moreover when famine once breaks out Government must save life where possible, and such works are the least objectionable form of relief. They minimize the necessity for charity. Of course, it is conceded that relief works are of no immediate use for an existing famine; but if they consist of irrigation, such works may be useful for growing grain in the future. The present railway lines would be sufficient for

carrying produce to famine tracts. But it is patent that neither will at once cause the desert to blossom. *Mr. G. K. Chitale.*

In dealing with the question how best to prevent and alleviate the distress of famine the usual rule that the first steps count for much stands prominently. An adequate grasp of the situation immediately after the first symptoms of famine appear, followed by energetic and sympathetic measures, would save many a man who would otherwise perish for want of food, and from the diseases which privations produce. One secret of the success whereby a great famine like that of the last can be overcome is the promptitude with which the trouble is grappled with and the rapidity with which the remissions and suspensions of revenue are made. The possibility of famine is now well nigh certain and even the occurrence can be predicted with some exactness. The several Famine Codes are documents drawn up with care. The first thing therefore which should be done to grapple with famine is to make the copies of the Code available in the hands of the people concerned to apply it in practice. This done the public and the subordinate executive officers would have knowledge of the contents of the Famine Relief Code and would be better equipped to cope with famine and check in the beginning fearful results which otherwise generally happen. The next step is to take immediate steps to send additional subordinates to give aid to those who are overworked. Relief Mamlatdars, additional Relief Circle Inspectors, Medical Subordinate staff, Engineering Subordinate officers and additional police should be organized and employed with promptitude; the next step is to take all the measures mentioned in the Code.

As to precautionary measures foremost among the means whereby agriculturists and others can be so strengthened as to resist with less suffering and far heavier pressure droughts and famines, stands what may be called the creation of a vast mass of readily convertible and easily transferable agricultural property, and the most important measure therefore is the expediency of fixing for ever the public demand on land and thus converting the existing settlement into a settlement in perpetuity. The fixity in the Government demand on land does invariably lead to agricultural prosperity whence arises in a country like India national wealth, the surest and most prolific source of State income and an unfailing antidote to arrest the effects of famine. It is true that no human power can stay the approach of famine by making the skies pour down rain at the right season and in the right place. But as prevention is better than cure surely something can be done by resorting to permanent settlements of land revenue.





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QUESTIONS DRAWN UP BY THE COMMISSION FOR THE GUIDANCE OF WITNESSES.

AS TO THE EXTENT AND SEVERITY OF THE DISTRESS.

1. In your ^{province}_{district} what was the area affected and its population?

2. To what was the distress due? To local failure of the rains and of the harvests, or to abnormally high prices, or both?

3. (a) Describe the extent to which the rains and the harvests dependent on them failed, as compared with the normal state of things.

(b) Were prices of food-grains much higher than in other years? Were they as high as, or higher than, those experienced in past famines?

4. Up to the time of the failure of the rains, what had been the condition of the affected area? Had preceding seasons been favourable or the reverse?

5. Under normal circumstances may the population of the affected area be considered to enjoy a fair measure of material well-being? Is there any section of the population in it which from special causes is ordinarily in an unsatisfactory and precarious condition? Is it relatively large?

6. Is the agriculture of the affected area specially dependent on timely and sufficient rain, owing to any peculiarities of soil, crops, absence of facilities for irrigation, or the like?

7. To what extent has the population of the affected area reserves of money or food for its support in the event of failure of one or more consecutive harvests? What sections of the population have not such reserves, and what proportion of the total population of the affected area is so situated?

8. How does the late distress compare in respect of its extent and severity with that experienced in any other famine of recent years in the same locality?

9. Is there any reason to suppose that the extent of crop failure, or the degree of distress, or the absence of resources on the part of the people, was under-estimated or over-estimated on the present occasion at any point of time? If this was the case, did it affect the character or amount of relief provided?

AS TO THE SUFFICIENCY AND ECONOMY OF THE RELIEF MEASURES.

10. The Famine Commission of 1879 appear to have held the opinion that the number of persons on relief in the worst months of a famine ought not to exceed 15 per cent. of the population of the affected tract (paragraph 75). Does this standard coincide with your experience? Is it liable to be exceeded in particular tracts, while being a fairly correct standard of relief as applied to the whole of the affected area in a province, some portions of which would be less distressed than others?

11. How do the relief figures of your ^{province}_{district} in the late famine compare with the standard of the Famine Commission? If there are cases in which the standard was largely departed from, can you account for them?

12. Having regard to what you consider to be a fair standard of relief under given conditions, do you think that in any part of your ^{province}_{district} the proportion of the total population relieved was larger than was necessary to prevent loss of life or severe suffering? Were persons relieved who were not really in need of relief? And, if so, to what do you attribute this?

13. On the other hand, were there any cases in which a larger proportion of the population might have been relieved consistently with the object of saving life and preventing great suffering? If so, what was the reason? Was it due

to the attitude of the people themselves, or to defective or insufficient or ill-adapted relief arrangements?

14. If the relief arrangements were defective, insufficient or ill-adapted in any cases, was the cause of this circumstance avoidable or not?

15. Judged by the mortality of the famine period, has the relief given been successful in its object? If the mortality has been in excess of the normal, is there reason to think that this might have been prevented by more extensive or more timely relief measures?

16. Were any changes made at any point of time in the scheme of relief which was followed by a large decrease or increase in the numbers on relief? Do you consider that such increase or decrease was a direct or indirect result of such changes, and that they had the effect of excluding from relief persons really in need, or of bringing on to relief persons who did not really require relief?

17. Can any connection between such changes of system and the death-rate be traced?

18. The Famine Commission (paragraph 111) considered that the best safeguard against profusion on the one hand and insufficient assistance on the other was to be found in prescribing self-acting tests by which necessity may be proved. Do you consider that this principle has been observed to the fullest practicable extent in the late famine so far as your experience goes?

19. The chief test was held by the Commission (paragraph 111) to be the exaction of labour from all those from whom labour can reasonably be required, the labour being in each case commensurate with the labourer's powers, and the wage not being more than sufficient for the purpose of maintenance. In the late famine, were all persons who could do a reasonable amount of work required to work as a condition of receiving relief?

20. The phrase "who can do a reasonable amount of work" was intended by the Famine Commission (paragraphs 133 and 146) to include women and children, so far as they are healthy and capable of labour. Have these classes of persons been subjected to the labour test in your province?

21. The Famine Commission (paragraph 111) considered that if this principle be observed, the numbers of destitute persons to whom the test of labour could not be applied would be "comparatively small." What has been your experience in the late famine as to the numbers of persons relieved, otherwise than through the operation of a labour test, in comparison with (1) the total population of the affected tract; (2) the numbers relieved on works. Have they been comparatively small? If not, what is the explanation?

22. With regard to the labour-test, have the conditions of the task and the wage been such as to constitute a stringent test of necessity? Has the task been a full one, considered with reference to the working capacity of each person? Has the wage been more than a bare subsistence wage, regard being had to the fact that it was open to the several members of a family to obtain separate relief.

23. The Famine Commission (paragraphs 128 and 146), while objecting to a "distance test," as a condition precedent to a person being received on a relief work, considered that one large work in each sub-division would prove sufficient, and that most of the workers would find it necessary to reside on the work. Have the relief works been more numerous than this, and have the workers as a rule resided on them or not? Is residence upon a relief work disliked by the people, and does it constitute an effective and a fair test of necessity?

24. Can you give statistics showing the highest percentages on the total population of persons relieved on works

("dependants" being excluded) attained in the period or periods of maximum pressure?

25. How do these percentages compare with those attained in previous famines? If they are considerably higher, what is the explanation?

26. It has been alleged that in the present famine the people have resorted to relief works with greater eagerness and at an earlier stage of distress than in previous famines. Is this your experience, and if so, do you consider this due to the greater liberality of the terms of relief as compared with those in force in former famines, or can you assign any other reason?

27. Was "gratuitous relief" mainly given through the medium of poor-houses in which residence is a condition of relief, or in the form of cooked food in kitchens where residence was not a condition of relief, or by means of doles of grain or of money to persons in their homes?

28. The Famine Commission (paragraph 140) recognised that the "village system," or the grant of relief in the homes of the people, involved "the risk of a too free grant of relief." Do you consider that the risk was effectually prevented, and that gratuitous home relief was strictly confined to persons who were in real want and who belonged to the classes specified in your Code?

29. Has gratuitous home relief been given more largely and at an earlier date in this than in any former scarcity? If so, give the reason and say whether the change has been beneficial. Has it saved lives and kept villages and households together? On the other hand, has it in any way demoralised the people, by making them more ready to accept charity, or by weakening the moral obligation of mutual assistance?

30. State the gross cost of direct famine relief in your province. State the number of persons relieved (in terms of units of one day's relief), and the cost of relief per unit. Compare the cost with the cost of relief in previous famines. Having regard to the comparative severity of the late distress, has relief been economically administered on the present occasion?

31. What indirect relief, in the form of loans or suspensions and remissions of land revenue, has been given? Can you say how the amount of such relief compares with similar relief given in former famines?

32. What is the net result of the famine, alleviated as it has been by relief measures, on the economic condition of the population of the province, distinguishing between the land-owning class, the cultivating non-proprietary class the agricultural labourers, and the trading and artizan classes? Have these classes respectively been permanently injured, or will they speedily recover their former position?

33. Is there any important matter in which the scheme of relief-measures prescribed by the Code is seriously defective, or fails to meet the requirements of a particular class or particular classes of the community.

AS TO THE ARRANGEMENTS EXISTING FOR ASCERTAINING THE IMMINENCE OF SCARCITY.

34. Do you consider that the arrangements existing in your province for ascertaining and reporting failure of rain-fall and crops are sufficient? Can you suggest any improvement on them?

35. If no revenue village organisation, such as patwaris, is maintained by the State in your province, how is information as to the cropped area and the condition of the crops ascertained?

36. Can the crop-returns be relied on as regards (1) the area and kinds of crops actually sown: (2) the extent to which sowings have failed: (3) the condition of the crops?

37. Are the returns obtained within a sufficiently early date after the crops have been sown to be a guide, when distress is apprehended, to the extent of the apprehended distress?

38. In the late famine were the relief arrangements of each district largely based on the agricultural information given by these returns?

AS TO THE EXTENT TO WHICH THE PRESCRIPTIONS OF THE PROVINCIAL FAMINE CODE HAVE BEEN DEPARTED FROM OR HAVE BEEN FOUND TO BE UNSUITABLE.

39. Please describe each different measure of State relief used during the late famine or scarcity in your (province, district or charge, according to the grade or status of the witness). What measures of private relief were also in operation?

40. What opportunities did you have of gaining a practical knowledge or experience of the working of these measures?

41. Which, if any, of these measures were not Code measures, i.e., not authorised by the Local Famine Code as it stood before the famine began?

42. Were any of the Code measures not used in the late famine, or abandoned after trial?

43. In working Code measures of relief, what material departures were made in practice from the detailed provisions provided for such measures in the local Code? Please to answer this separately for each measure, and explain the reasons for the departures, and give your opinion as to their sufficiency.

44. State the comparative advantages and disadvantages of each measure you have seen used (A) primarily with regard to relief of distress and saving of human life, (B) secondarily, with regard to economy.

45. Can you suggest any improvement of the measures you have seen used, or any other measures which you think ought to have been used; or which ought to be tried in the case of future famines or scarcities?

46. State the particular combination of measures which you would recommend, with regard to both the considerations mentioned in the penultimate question for the tract liable to famine which you know best.

47. If you know any other tract or tracts liable to famine for which some other combination would be better, please describe those tracts, and the combinations you have in mind.

48. Which measures were most approved by the general opinion (A) of the different classes in distress; (B) of the intelligent natives not themselves in need of relief?

49. Have you any other criticisms to express on the measures of relief used in the recent famine; or any other recommendations or opinions to advance which you think may prove useful in the case of future famines?

AS TO RELIEF WORKS.

I.—Extent to which works of public utility may be available as relief works.

* 50. State the number of relief works charges under the Public Works Department and Civil officers, respectively, at the time when attendance on relief works was a maximum, under each of the following classes:—

- (a) Roads.
- (b) Village tanks.
- (c) Impounding reservoirs.
- (d) Canals.
- (e) Railways or tramroads.
- (f) Miscellaneous works.

* 51. What was the total length in miles of new roads constructed as famine relief works—

- (i) unmetalled,
- (ii) metalled.

52. What do you estimate as the average number of day units of labour that can be employed per mile of each class of road, the work in the case of (ii) including the collection and consolidation of metalling, and collection of a reserve supply for five years?

53. Do you think that all the roads constructed as relief works will be of permanent service to the community, and that they will be effectively maintained in future, or that they will probably be abandoned as soon as they fall into disrepair?

54. If the roads now constructed are all regularly maintained, do you consider that there will still be room for new

NOTE.—Questions marked with an asterisk (*) may be answered by one officer specially deputed for the purpose, or, if the Local Government prefers, the information may be given in the final famine report of the Province.

roads, should it be necessary a few years hence to open relief works; and if so, what length of new roads could be proposed in the districts principally affected in the late famine?

55. What is your opinion of the value of metal collection as a means of employment of relief labour?

56. Has metal been collected for existing or projected roads in the late famine in excess of probable requirements for the next five or ten years?

57. What is your opinion of the value of village tanks as a form of relief work—

(i) as a means of employment of relief labour;

(ii) as a means of permanently benefiting the villages in which they are constructed?

* 58. What is the total number of village tanks that have been excavated or deepened or enlarged as relief works under Public Works and Civil Agency, and the approximate number of day units employed?

59. What was the average number of workers for whom employment could daily be provided in a satisfactory way on an ordinary village tank? Can you make any suggestion for securing strict supervision over small and necessarily scattered tank works, or for preventing the whole population of the village from applying for work on the tank because it is at their doors?

60. Has the number of possible village tanks been exhausted by the recent famine works, or can we rely upon again being able to employ large numbers on such works on the recurrence of famine, say within 20 years?

61. In what districts have impounding reservoirs been constructed?

62. Can such works in these districts be regarded as in any way a protection against famine, or as increasing the powers of resistance against famine of the community for whose benefit they are constructed?

63. Is there a prospect that many impounding reservoirs could be advantageously constructed in these districts as relief works in future famines, if projects were deliberately investigated beforehand, and on the assumption that the cost of their construction must in any case be expended in some form or another, for the purpose of relieving distress?

* 64. What irrigation works, other than impounding reservoirs, have been constructed as relief works during the late famine, and what has been the approximate expenditure incurred on them as relief works?

* 65. What expenditure will be required on them, on sub-heads of construction (such as land, masonry works, etc.), that are of little use for purposes of relief works, before the works can be completed and made available for irrigation?

* 66. What is the area that these works may be expected to irrigate usually in ordinary years, and will the area that may be anticipated in years of drought be greater or less than may be expected in ordinary years?

If any such works were constructed in former famines, have the anticipations of their utility been fulfilled?

67. Do you know of any irrigation projects that can be usefully investigated with the object of providing employment for relief labour in future famines, and with the prospect that the cost of maintenance will be covered by an increase in the revenue that may be attributable, either directly or indirectly, to the works proposed?

* 68. Under what arrangements with the Railway administration interested have feeder railways or tramways been undertaken as relief works?

* 69. Generally, do you think it would be possible, after careful investigation by competent officers, to prepare a programme of large and useful public works that might be put in hand in future famines in preference to petty works, such as have been carried out during the recent famine, the conditions being—

(a) That much of the expenditure on such portions of the work as can be carried out by relief labour will have to be incurred in any case for the purpose of affording adequate relief to the distressed population, and that, if not incurred on the works proposed, will be incurred on others of a less useful character.

(b) That the cost of future maintenance of the work will either be covered by the gross revenue that may be expected from it, or, if the work will not produce revenue, will not be out of proportion to the public benefits anticipated from its construction, or beyond the means of the authority that will be responsible for such maintenance.

(c) That the completion of the work will not involve an expenditure on materials or other items out of all proportion to the expenditure to be incurred on items that can be carried out by relief works, except when the work, as a whole, is likely to prove remunerative, or when its execution sooner or later has been decided on, in the interests of the public, and without reference to the necessity for providing employment for relief labourers.

70. What are the provisions of the Provincial Famine Code regarding the maintenance of a programme in each district of famine relief works, with sanctioned plans and estimates? Has the Code been in practice observed, and were plans and estimates for the works entered in the district programmes ready prepared when distress appeared? If plans and estimates were not ready, what was the reason?

II.—As to large and small works, and the distance test.

71. What, in your opinion, is the greatest distance at which the distressed inhabitants of a village may be induced to attend relief works—

(a) when they return every night to their villages;

(b) when accommodation is provided on the relief works?

72. Do you think it would be practicable to withhold relief from all fairly able-bodied labourers who refused to attend relief works at the distances stated in reply to the last question?

73. Would you recommend conveying relief labourers long distances of over 100 miles by rail or steamer to any large public works on which there is a strong demand for labour, or in which their labour could be very usefully employed, in preference to employing them near to their own homes on petty works of little use to any one, and the construction of which would never be contemplated, except for the purpose of affording employment for distressed labourers?

74. In the late famine has residence on the works been the rule or the exception?

75. Has residence been made a definite condition of relief, or has it incidentally resulted from the small number of relief works open and the distance of them from the homes of the majority of the workers?

76. Are you in favour of making residence obligatory, or of indirectly inducing it by concentrating the works? Have you any evidence that when such a test is not enforced, the relief works attract many persons not actually requiring relief? Do you consider that a high task and low rate of wage are in themselves sufficient tests?

77. Is residence on the works so distasteful to the people that they will undergo extreme privation before they submit to it? Can you point to any instances in which this feeling has prevented relief offered under condition of residence from being effectual? Or any in which it has passed away or become less intense after a short trial?

77A. Within your own observation is the objection to go long distances for work or to reside on relief works so strong in particular localities or with particular tribes or castes as to prevent relief offered under such conditions from being effective?

78. If famine were widespread in the province, would the disposable establishments be large enough to supervise works so numerous and so arranged as to allow the majority of the workers to return daily to their homes?

79. To enable relief workers to come to a relief work daily from homes several miles distant and yet to earn the full famine wage, have reductions for "distance" been made in the task of such persons? Refer the Commission to the rules (if any) on the subject, and explain how they were

worked. Were such "reductions" allowed when hutting accommodation was provided on the works? What precautions were possible to prevent distance being overstated, especially in the case of those who did not return to their homes every night, but found shelter in adjacent villages?

80. What was the cost of hutting accommodation per worker?

81. Did the cold and discomfort attendant on residence on the works affect the health of the people?

82. Was it necessary to provide blankets and bedding for the people in consequence of residence being enforced?

83. Is the proportion of "dependants" relieved on the relief works less when works are small and numerous than when they are large and few? How do you account for this?

III.—Task-work and piece-work.*

84. What was the proportion of labourers employed on task-work and piece-work, respectively, on the relief works under your charge, during the late famine?

85. Are you of opinion that piece-work is suitable for the employment of relief labourers in all cases?

86. If not in all cases, do you think that it is suitable in any? If so, specify the conditions under which you would generally recommend its introduction.

87. Do you consider the objections taken by the Famine Commission (paragraph 133) to piece-work as the predominant form of relief on works are overstated, or can be removed or lessened by administrative expedients? Or that they are on the whole less important than those which in your experience may be urged against task-work?

88. What arrangements would you recommend on works carried out under the piece-work system for labourers who might be too weak or incompetent to earn a subsistence wage at the rates offered, but are nevertheless not sufficiently helpless to be proper recipients of gratuitous relief, either on the works or in their own villages?

89. Would you propose any arrangements limiting the amounts to be earned on piece-work by expert and able-bodied labourers who might be able to execute far higher tasks than those assumed as the basis for the piece-work rates? If so, state what arrangements you would propose.

90. What is the size of the party to which you would make single payments for the work done, e.g., in the case of earthwork how many diggers, with their own complement of carriers, would you put into one gang, or what would be the average number of diggers and carriers together forming a gang, and to whom a single payment should be made?

91. Are you of opinion that if payment for work done is made to the head of such a gang, as is referred to in the previous question, the amount paid will fairly be distributed by him among the members of the gang? Have complaints of unequal or unfair distribution been common when this system has been adopted?

92. Can you give any idea of the reduction that may be made, both in numbers and cost of special establishment, by the substitution of piece-work for task-work?

93. Do you think there would generally be any difficulty in inducing the people to attend works on the piece-work system if works on the task-work system have not been previously opened?

94. What is in your opinion the most convenient system of classifying relief labourers when employed on task-work?

95. What wage would you propose for each class in terms of the grain staple in general consumption by the classes from which labourers are drawn, expressed in *chattaks*?

96. Is it necessary to maintain the alternative system given in the Famine Codes under which wages may be calculated according to the cost of the component parts of a day's ration?

96A. Would you propose a different task and wage for men and women within the same class?

97. How would you classify, task and remunerate children—

(i) above 12 years of age,

(ii) below ditto.

98. What do you consider the minimum age at which children should be employed as workers?

99. What penalties would you propose for labourers who fail to perform the task set them, and how would you enforce them?

100. Are the present restrictions as to fining below the minimum wage necessary or expedient?

101. Have considerable bodies of relief workers been on the minimum or D wage for a continuous period? Has it resulted in enfeebled health?

102. Are you in favour of allowing all labourers to earn something in addition to the normal wage proposed in your reply to question 12 in the performance of a task in excess of the normal?

103. Are you in favour of paying a wage on Sundays, or one rest day in seven, and if allowed, what condition as to previous attendance would you propose as entitling to a rest day wage?

104. Do you consider it possible to introduce a standard task for all carriers as suggested in paragraphs 9 and 10 and in Appendix I of Mr. Higham's Report on the Management of Relief Works?

105. Do you think that the formula proposed in Appendix I of Mr. Higham's Report for determining a *reduced level*, in which allowance is made for the initial effort in each trip, for the vertical lift, and for the actual horizontal level is one that may be generally accepted for the purpose of a measure of the work done by carriers. If not, what modification of the formula would you propose?

106. Assuming that the reduced level is calculated as proposed in Mr. Higham's formula, or in any modified form of it that you may prefer, what is the *duty* that you would assign to an ordinary famine carrier, the *duty* being the number of cubic feet carried in a day multiplied by the reduced level in lineal feet, the value suggested by Mr. Higham being 10,000?

107. Do you think it possible to instruct the works establishment ordinarily available on relief works to arrange for the disposition of labour so as to secure, at all times, the best proportion of carriers to diggers, that may be possible under the circumstances; diggers being made to carry when the proportion of carriers is too low, and carriers being as far as possible employed in digging, even with reduced tasks, when carriers are in excess?

108. What is in your opinion the best unit for task work, that is, the size of the party to whom a given task is allotted and all the members of which should be liable to fine if the task is not performed?

109. Do you know anything of what is called the Black-wood system, and do you consider it preferable to ordinary task-work or to piece-work? If so, state your reasons?

110. Have you had any experience in what has been called (North-Western Provinces) the modified intermediate system, and if so, do you consider it preferable to task-work under the system laid down in North-Western Provinces Circular No. 18, dated 5th December 1896, or to piece-work in which payment is made to the head of a working party simply with reference to the quantity of work done, and without any reference whatever to the constitution of the party?

111. If you consider this system preferable to the others, (North-Western Provinces) would you advocate its adoption on all relief works, whatever the degree of the distress? If you consider it inapplicable in districts in which the distress is very acute, please state your reasons?

112. In what proportion have the adult male workers stood to the women and children? Has it varied greatly in different districts and in the same districts at different periods? Has the proportion differed in the same district and at the same point of time on task-work and piece-work?

113. Can you account for the great preponderance of women and children on the relief works when these exceeded two-thirds of the whole number? Did the adult males find private employment at wages in excess of the famine wage? If so, was it really necessary for the State to support their wives and children?

113A. When failure of crops has caused great rise of prices and expectation of famine in a district, but its circum-

* It is desirable that the witnesses should have read the recommendations contained in Mr. Higham's Final Note. Questions 84 to 93 are intended only for witnesses who have had experience of piece-work.

stances are such as not to justify the opening of relief works or even of test works, is it good policy to at once arrange for special employment of labour by the Public Works Department on ordinary terms? Would such action enable large numbers of labourers to retain longer their independence and their full working power, and in that way would it stave off the time when large numbers become so pinched that private charity and mutual help cease, and famine relief becomes a necessity?

113B. After a famine has been ended by good crops and a fall of prices, is it sometimes advisable to make provision for special employment of labour by the Public Works Department on ordinary terms in order to assist the very poor who have been left without resources, till a continuance of better times has completely restored them to their normal condition?

113C. Under existing rules of account would expenditure incurred in the cases and under the conditions described in the two preceding questions be met from the budget provision for ordinary public works, or would it be charged to Famine Relief?

113D. Have you any suggestions to make with a view to giving more precision to the summary of "Principles for regulating expenditure upon public works in time of famine," circulated to Local Governments by the Government of India's Famine Circular No. 16—104-1 F., dated 13th February 1897, or have you any criticisms to offer?

IV.—Relations of Civil and Public Works Officers in connection with the management of relief works.

114. Can you define the classes of relief works which may in your opinion be most conveniently carried out by Civil and Public Works officers respectively?

115. What powers of control, if any, do you think should be exercised by the Collector and Commissioner, respectively, in regard to the management of relief works which have been entrusted to the Public Works Department?

116. In the case of such works what are the matters for which, in your opinion, the Collector and the Executive Engineer, respectively, should be held responsible?

117. Do you think it desirable that any powers of control reserved to the Collector in the case of works carried out under the agency of the Public Works Department should be delegated to or exercised by his Assistants?

118. What class or classes of men do you think most suitable as officers in charge of a relief work camp, it being assumed that the services of all available Public Works officers and subordinates are required for setting out and supervising the work, conducting and checking the measurements, etc., and on the general duties of inspection and control?

119. Do you consider that the officers in charge should, in the case of works carried out by the agency of the Public Works Department, be placed under the direct orders of the officers of that Department?

120. Do you think that the officers of the Public Works Department who are responsible for the execution and inspection of relief works, can or should also undertake the control of all other matters within the relief camp, such as the payment of labour, the conservancy arrangements, the management of kitchens, bazar arrangements, etc.?

121. Do you think it necessary or desirable that either the officers in charge of relief camps, or the inspecting or controlling officers should be vested with magisterial powers for the maintenance of order in the camp, and if so, to what extent?

122. Was there any essential difference between the systems of management adopted on works under Public Works and those under Civil agency?

123. Do you consider that any of the works carried out by the Civil officers might, with advantage, have been transferred to the Public Works Department, or, *vice versa*, that any works were carried out by the Public Works Department that should have been left in the hands of the Civil authorities?

V.—Other details of management.

* 124. At what intervals do you consider that the payments of wages should be made—

- (i) to labourers on task-work,
- (ii) to those on piece-work?

* 125. In the case of task-work, would you adopt the *piece* unit for payments, or pay to the nearest pie, as worked out by the ready reckoner?

* 126. Do you recommend that payments should be made by independent cashiers or by the gang muharrirs?

127. Has it been the practice in any works to require *chalan* from civil or village officers before admitting newcomers to the works, and if so, do you consider it a desirable practice? What was done in such cases with labourers presenting themselves without a *chalan*?

128. What is your experience in regard to members of aboriginal hill tribes?

(i) Has there been much difficulty in inducing them to attend the works?

(ii) When on the works, have they worked steadily, carried out their tasks and been amenable to discipline?

129. What are the maximum and minimum number of labourers that should form a single charge?

130. Are you in favour of kitchens in all cases in which relief is given to non-working children? If not, under what circumstances would you recommend cash doles?

* 131. What do you consider, as a result of your experience, may be considered a fair ratio to the value of the work done if performed by ordinary labour at the ordinary rates of—

(i) the payments actually made to the labourers employed, including the Sunday or rest day wage;

(ii) the total cost of the work, including relief to dependants and all incidental charges?

And support your opinion by statements showing the general results of all the operations under your charge?

* 132. Have you any suggestions to make on the question of famine accounts and returns?

VIA.—Interference with the supply of labour to private employers.

133. Have you received any complaints from the agents of railway or other public companies, contractors, planters, or other private employers, that the opening of relief works affected the supply of labour which they were desirous of employing? If so, give particulars of the complaints.

134. Did you think there was any foundation for any of these complaints, and if so, was it possible to do anything to meet them?

135. Were the wages or the rates per unit of work done paid by such employers in excess of the normal wages and rates in ordinary seasons, or did they follow in any way the rise in the price of grain?

136. Do you think the rates paid by the employers were insufficient to enable an ordinary able-bodied family accustomed to labouring on works to earn a bare subsistence at the market rates for grain that obtained?

137. What arrangements, if any, would you propose in future famines to prevent relief works attracting labour that would otherwise go to private employers?

138. Can you say if relief operations were assisted in any way by the employment offered by private employers of all classes to able-bodied workers in their immediate neighbourhood other than professional earth-workers? Are you aware whether any works were undertaken by them with this purpose which but for the existence of distress would have been postponed to more later date, or whether any special efforts were made or facilities afforded with the object of assisting in the relief of distress?

139. Do you think it would be possible in future famines to utilize the agency of private employers in any way for the purpose of providing more extensive employment for the distressed?

VIB.—Interference with the supply of labour to private employers.

140. Do you consider that the supply of labour to the works under your control was injuriously affected by the opening of relief works in the neighbourhood or at a distance?

NOTE.—Questions marked (*) may be answered by one officer specially deputed for the purpose, or, if the Local Government prefers, the information may be given in the final famine report of the Province, or in reply to the Government of India's Resolution (Revenue) No. 31, dated 25th October 1897, recorded on Mr. Higham's Report.

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141. Did you find it necessary to revise your rates after relief works had been opened? If so, give particulars of the rates before and after the opening of relief works, and compare them with those that you have paid in ordinary seasons for the same class of work.

142. How far from your own works were the relief works which you consider interfered with the supply of labour?

143. Have you made any complaints on the subject to any of the officers connected with relief works, and if so, with what result?

144. Do you consider that the establishment of the relief works complained of was necessary as a means of preserving life, or that without them the people who attended them could have found sufficient employment in your own works and elsewhere to earn at least a bare subsistence for themselves and their dependants?

145. If you consider that Government relief of some kind was necessary, do you think it would have sufficed to give it in some other form than relief works, or to have opened relief works on a different principle from that actually followed? If so, state your views on these points.

146. Do you think that it would have been possible to employ local labour in distressed districts upon works under your control, and to have obviated the necessity for Government relief works in the neighbourhood, if Government could have made arrangements for the sale of grain to all labourers on your works at privileged rates considerably below the market rate?

147. Have you any other remarks on the subject of relief works that you would like to lay before the Commission?

As to GRATUITOUS RELIEF.

148. What percentage of the population of the affected area was placed on gratuitous relief at the period of maximum pressure?

149. Did the persons so relieved mainly belong to the agricultural classes resident in rural areas?

150. Do you consider that all the persons thus relieved were incapable of work on a relief work, and were without relatives bound, and able to support them, and had no resources of any kind?

151. In ordinary years how are such persons supported, and why should famine or scarcity throw them upon the State for support?

152. Were the persons who received gratuitous relief in their homes chiefly women and children? To what extent did the women belong to the *pardanashin* class?

153. Can any reliable estimate be formed for a given tract of the number of persons requiring gratuitous relief in their homes during an acute famine? Will the numbers vary with the severity and stage of the distress?

154. If the numbers of relief workers attending the relief works open in a district are small, may it be presumed that no great amount of gratuitous relief is required?

155. In some provinces it appears to have been the practice to require the incapable poor who had able-bodied relatives to accompany the latter to the relief works and there to remain as "dependants." Do you approve of this practice as a test of necessity?

156. Would you give gratuitous relief to an incapable person having an able-bodied relative bound to support him, who declines to go on to the relief work?

157. May it be presumed that gratuitous relief at home is very popular with the people, and that it is sought for by many who are not absolutely destitute or who are capable of labour on the relief works?

158. Was the circle and inspection organization at your disposal sufficiently strong, vigilant, and well-informed to restrict gratuitous relief to those who were incapable of work and would otherwise have starved? Describe the precautions taken.

159. Do you think that the successful administration of this form of relief requires a larger staff of supervising officers in the superior grades than any other kind of relief?

160. Does the acceptance of such relief place any social or caste stigma upon the recipient?

161. Does the knowledge that gratuitous relief is given by the State lead to the drying up of private and village

charity quicker than would otherwise be the case, and tend to make the people cast their customary obligations for the support of the poor of the locality upon the State?

162. Could some of the persons to whom gratuitous relief was given have been employed on light manual labour on relief works in or near their village?

163. Could such work have been provided by assisting the land-owners of the village to undertake the construction of tanks or roads or other village works?

164. Central kitchens, where cooked food is provided for all comers without any condition as to residence, have by some officers been preferred to gratuitous relief in the homes of the people, at least in the early stages of distress, or when distress is on the wane. What is your opinion on this point?

165. What are the social and caste feelings of the people as to receiving cooked food in State kitchens? Would the substitution of kitchens for gratuitous relief in the form of grain or money doles, practically exclude, on account of these sentiments, certain classes from relief who really need it?

166. Apart from the sentimental difficulty, would it be practicable to maintain a sufficient number of kitchens so as to be within the reach of all persons requiring gratuitous relief?

167. Was gratuitous relief given in the form of grain or of money? Which form do you prefer?

168. Was it given in the actual homes of the people, or were they required to repair periodically to a central place to receive it?

169. Within your observations was there much malversation or extortion on the part of patwaris or other subordinates employed in the distribution of gratuitous relief? Were there any instances in which persons paid money, or surrendered part of the dole, in order to be placed on the gratuitous list?

170. To what extent was the existing revenue or police organization by villages or larger groups utilized in ascertaining the persons requiring home relief and afterwards in distributing such relief, and how far had it to be superseded or supplemented?

171. To what extent was gratuitous relief administered through voluntary unofficial agency?

As to POOR-HOUSES.

172. Was the population of the poor-houses in your ^{province} _{district} large at any point of time, or continuously so throughout the famine period?

173. From what classes of the community were the inmates chiefly drawn?

174. Did persons of the better castes or of respectable position object to resort to the poor-houses for relief? Would any degree of pressure have induced them to go there?

175. Compared with any experience you may have had in former famines, do you think the people generally showed decreased reluctance in the late famine to accept poor-house relief? If so, to what do you attribute this?

176. Was the mortality of the poor-house population exceptionally high throughout the period, or in any particular months? Can you account for this?

177. To what extent were the inmates of the poor-houses persons who had wandered from other districts within the province, or from other provinces, or from Native States?

178. From the physical condition of the persons entering the poor-houses and the distances they had come, what opinion did you form as to the severity of the famine, and the degree to which it had broken up households and caused wandering?

179. Were any measures taken to keep down the population of the poor-houses by drafting to works or to their homes all who could properly be thus disposed of? Was this systematically or spasmodically done?

180. Is the poor-house ration prescribed by the Famine Code sufficient? Had the dietary to be varied in the case of weak and sickly persons?

181. Are the rules and appendices of the Famine Code as to the management of poor-houses sufficiently explicit and detailed, and in all respects suitable? Can you point out any defects in them and suggest improvements?

182. Are legal powers required to enable relief officers or district authorities to send persons found begging and wanderers without any means of support and persons who, being able, refuse to work at the relief works, to poor-houses, and to detain them there? Was compulsion in this direction in practice used?

183. Were endeavours made to get work out of poor-house inmates, and with what degree of success?

184. Had any compulsion to be used to detain persons in the poor-houses? Were the inmates free to leave when they chose? Were the departures or escapes numerous?

AS TO RELIEF CENTRES.

185. Was it found necessary to open relief centres where doles of grain or money were distributed, as an alternative to giving similar relief in the homes of the people? Under what circumstances was this necessary?

186. When relief centres were thus established, was work exacted as a condition of relief from able-bodied persons? What kind of work was exacted?

187. Did the attendance at relief centres tend to become unmanageably large? Was the collection of large numbers of persons at such centres found to be productive of epidemic disease?

188. Does the expedient of relief centres as a substitute for village relief and an organized system of relief works in the early stages of distress commend itself to you?

189. In your experience would it have been better to have completed the village relief arrangements and to have opened regular relief works at an earlier date than was actually the case, in localities where relief centres were resorted to?

190. Are there any special tracts of country or any particular conditions of the population which make relief centres preferable to village inspection and village relief and to regular relief works?

191. Approximately what area was a relief centre expected to serve?

192. Was voluntary unofficial agency available and utilised to any large extent in the working of relief centres?

AS TO RELIEF KITCHENS.

193. What is your view of the functions of relief kitchens at which cooked food is supplied to destitute persons without the condition of residence?

194. Are they required chiefly in connection with relief works for the non-working children and other dependants of relief workers, or may they advantageously be established elsewhere for the relief generally of the incapable poor?

195. At the beginning or end of a famine to what extent is it expedient to substitute kitchens for gratuitous relief in the houses of the people?

196. Was cooked food given at the relief kitchens to all applicants, or only to those furnished with a kitchen ticket by an officer or village headman?

197. When such kitchens became numerous, was strict supervision over the persons in charge difficult to maintain? Was there waste or misapplication of food? What arrangements to prevent this were made? Were the kitchens ordinarily placed under the direct charge of officials, or of zamindars and other private persons?

198. Is it preferable to relieve the non-working children and other "dependants" of relief workers by means of cooked food, or by money doles to the parents? In your experience could parents to whom money was given for this object be trusted to expend it on their children?

AS TO LOANS TO CULTIVATORS AND LAND-HOLDERS.

199. To what extent have State advances been made to land-owners and cultivators for land improvements, for seed-grain and cattle, and for subsistence, in the late famine?

200. In the case of money advanced for land improvements, have the recipients, as a rule, spent it on the object for which it was lent, namely, on the employment of labour? Or have they otherwise utilised it?

201. Have the sums advanced for cattle and seed been of much benefit to the cultivating classes? Could more money have thus been advantageously spent?

202. What periods for recovery have been fixed for the different classes of advances?

203. Have advances been given to land-owners and cultivators for purchase of food, and under what restrictions as to the amount advanced and as to the time of the year in which the advance was made?

204. Do you approve of the principle of such subsistence advances, or do you think that cultivators requiring money for food should be required to submit to the self-acting test of accepting work on a relief work?

205. Is it more economical to aid by such advances cultivators who possess some property in land and cattle than to offer them work and wages?

206. Would not every cultivator want to borrow instead of going to the relief works, and would not this mean a very large outlay by the State on loans, and an increase of indebtedness among the cultivators?

AS TO SUSPENSIONS AND REMISSIONS OF LAND-REVENUE.

207. To what extent has land-revenue been suspended or remitted in the parts of your ^{province} _{district} affected by the late famine?

208. Have measures been taken to secure that the relief thus given reached the cultivating tenant? Does the law provide for this? If not, is legal provision desirable?

209. Has this form of relief been of much advantage to the land-owning and cultivating classes? To what extent has it kept them from the relief works, or tended to prevent them from falling into debt?

210. Do you think that the land-revenue which has been suspended and not remitted will be recovered without pressing severely on the land-holders, should seasons be good?

211. Will such recovery be spread over several seasons by means of instalments? Will the corresponding rent suspended be distributed in similar instalments?

212. Does suspended rent carry interest? If so, ought it to do so?

213. Has the Government power to direct suspension of rent on estates held free of land-revenue, when it directs suspensions of rent and revenue on revenue-paying estates? Is such power necessary?

214. In regard to suspension and remission of land-revenue in temporarily-settled tracts, do you think it might with advantage be made a general rule of practice that in regard to estates held by self-cultivating as distinct from rent-receiving owners, when the crop is reported to be, say, below a 4-anna one, and only sufficient to feed and clothe the owners and their dependants and cattle, the proper treatment is immediate remission, not suspension?

215. Can you form any idea to what extent the private indebtedness of the land-owning and cultivating classes has been increased through the famine? Do the stamp or registration receipts indicate increased borrowing and more transfers of land? Has the borrowing in many cases been on a scale which must involve ultimate ruin to the borrower?

AS TO THE USE MADE OF FORESTS.

216. What measures were taken to open State and private forests to the people for grazing, or for collection of grass or leaves, or of edible fruits, roots and grass seeds; and what was the effect of such measures?

217. Do you think that the forests might have been more fully made available for these purposes than was the case?

218. Were any departmental operations undertaken for collection and despatch of compressed grass to the distressed tracts, and with what result?

219. What kind of food do the people get out of the forests?

AS TO ORPHANS.

220. How should orphans who have been maintained by the State during famine be disposed of at the end of a famine?

221. In the case of orphans who, during the famine, have been temporarily made over by the relief officers to private orphanages and payment made by the State for their support, should the Government continue its aid to the private orphanages after the famine?

AS TO PRIVATE CHARITABLE RELIEF AS AUXILIARY TO STATE RELIEF.

222. Have you any suggestions to offer regarding the statement of the objects to which private subscriptions for relief of distress caused by famine may legitimately be applied as set forth in the *Gazette of India* of 9th January 1897.

223. Do you think any of these objects trench upon the field of Government relief operations?

224. In view of the fact that during the currency of a famine the Government makes itself responsible as far as may be practicable for the saving of life by all available means in its power, do you consider the statement of the second object satisfactory; if not, how should it be modified?

225. Do you think the second object could properly be restricted (a) to the giving of clothing and other extra comforts to the orphans, and (b) to meeting the cost of their education in some useful craft befitting their station in life and of their maintenance after the end of the famine?

226. Are any special rules or measures necessary to prevent overlapping of charitable and Government relief under Object III; if so, what would you suggest?

227. Do you consider the opening of grain shops, where wholesome food-grains would be sold at rates below the prevailing market rates, a legitimate method of giving relief to respectable persons with small fixed incomes who, though suffering great privations from abnormal rise in prices, would not accept purely gratuitous relief either from Government or from the Charity Fund?

228. Is the opening of these cheap grain shops likely to interfere with private trade, provided the benefit of them be extended only to a selected number of persons? Were such shops started in your district, and did they interfere with private trade?

229. Are you aware that the opening of these shops from the Indian Famine Charitable Relief Fund operated to steady the market and to prevent fitful raising of rates?

230. To render the help effective, do you think that the relief to broken-down agriculturists should not be confined to the period when acute distress is subsiding, but that it should be given just before the commencement of the agricultural season, even though distress might then be at its height?

231. What class of agriculturists should generally be helped under Object IV?

232. Do you think the Charity Fund could be properly applied in relieving agriculturists who are in a position to get statutory loans (*takavi*) from the Government?

233. Do you think it could be usefully spent in supplementing *takavi* advances where they are not enough to meet all the agricultural requirements of the recipient, including the subsistence of himself and his family, during the interval between the sowing and the harvest?

234. Do you consider the operations of the Indian Famine Charitable Relief Fund as supplementary to Government relief have served a useful purpose; if so, in what way?

235. Can you describe briefly the nature and the extent of the relief granted from the Charity Fund in your province?

236. Can you give the number of persons relieved under each object in your province?

237. What form of relief under Object I was the most popular and evoked the greatest gratitude?

238. What form of relief under Object III did the greatest amount of good at the smallest cost to the fund?

239. Do you think it was right to spend the bulk of the fund in helping broken-down agriculturists?

240. Do you think the expenditure of such a large portion of the fund under this head has, besides doing substantial good to the persons helped, resulted in great economic advantage to the country generally?

241. Can you state what is the approximate area sown with aid from the Charity Fund in your province?

AS TO EMIGRANTS AND WANDERERS.

242. What arrangements were made for the relief of starving wanderers? Were the numbers of such wanderers

so large as to attract attention? If so, to what causes was their presence due?

243. Would there have been so much wandering had more works been opened or village relief or relief centres more largely extended? Is it possible by any relief methods to prevent jungle people, or people with whom it is a custom to migrate at certain seasons of the year, from wandering?

244. Was the death-rate of the ^{province}/_{district} sensibly affected by deaths among wanderers in poor-houses or on relief-works?

245. Were the wanderers persons ordinarily residing within your ^{province}/_{district}, or were they from others ^{provinces}/_{districts}, or from Native States? If from other ^{provinces}/_{districts} or from Native States, why were they attracted to your ^{province}/_{district}?

246. Was any difference made in the treatment of wanderers from your own ^{province}/_{district} and those coming from other ^{provinces}/_{districts} or from Native States?

247. How do you think wanderers or emigrants from other ^{provinces}/_{districts} or from Native States should be dealt with?

AS TO THE MORTALITY DURING THE FAMINE PERIOD.

248. What was the ratio of deaths per thousand of population in the famine area of your ^{province}/_{district} for the five-year period 1891-95 preceding the famine? What was this ratio during 1896 and 1897?

249. How far has the higher ratio in the latter two years been due directly to scarcity of food, or to the indirect effects of such scarcity?

250. If, in spite of the privations consequent on scarcity of food, there has been little or no increase in the ratio of mortality, do you attribute this result entirely to the success with which the distress has been met by relief measures?

251. In dry years, unaccompanied by scarcity, the health of the people, it is believed, is ordinarily very good and the mortality abnormally low? The year 1896 was an exceptionally dry year, and as a consequence the mortality would presumably, under ordinary circumstances, have been below the average; would it not seem reasonable to attribute to causes connected with scarcity not only all mortality in excess of the normal death-rate, but also the difference between the abnormally low death-rate of a year of light scanty rainfall and the normal death-rate of years of ordinary rainfall? Would not the compensating influence on the public health resulting from exceptional dryness of season tend to mask the full effects of scarcity of food?

252. On the other hand, an abnormally dry season often results in a short supply of potable water as well as to a concentration of impurities in such supply; do you attribute any part of the excessive mortality during the period of famine to this cause of unhealthiness? Do you think that cholera may have been originated or intensified by this cause?

253. Prevalence of bowel-complaints, dysentery and diarrhoea in communities leads to a suspicion that the food-supply is insufficient, or unwholesome or badly cooked. Did these diseases cause a high mortality in the famine area of your ^{province}/_{district}, and could their prevalence be ascribed to an insufficient or unwholesome dietary?

254. Do you consider the diet supplied to the different classes of relief-workers, to the poor-house inmates and to those fed at the kitchens, to have been sufficient to maintain the recipients in health? Would you, as a result of your own observations, suggest any alteration in the scale of diet laid down in the Famine Code?

255. Can you state the number of deaths which were directly due to starvation in your ^{province}/_{district} during the famine? Also the number of those who died indirectly from privation? Was the mortality greater amongst women than amongst men, and amongst children and the aged than amongst adults? Did parents frequently, under stress of want, neglect or abandon their children?

256. Of the deaths due to starvation, how many can you enumerate which could have been prevented by the timely

intervention of the State? Explain, if you can, how in these cases the relief measures adopted by the State failed in saving life?

257. Were, in your opinion, the measures of State relief defective either in principle or in their working? Do you think the mortality amongst the people in receipt of State aid was to any extent due to insanitary conditions prevailing in the relief camps, poor-houses, and food kitchens, and can you make any proposals with the object of securing improved sanitary conditions in future famines? Was every practicable precaution taken to provide and protect against contamination pure water-supplies for relief-camps and poor-houses?

258. Was the staff of Medical Officers and Hospital Subordinates sufficient during the famine, and were they provided with an adequate supply of medicines and medical comforts for the use of the sick?

AS TO THE PRESSURE OF POPULATION.

259. Has the population of your ^{province} ^{district} increased since the taking of the census of 1871? If so, will you state what this increase has been from 1871 up to the end of 1896, this latter being probably the latest year for which the complete figures are available?

260. Is there any evidence of a continuous increase in the birth-rate or decrease in the death-rate?

261. What has the average increase of population been per cent. per annum for each year included in the period mentioned?

262. Do you attribute this increase solely to the natural and unrestrained fecundity of the people, or are there other, and if so what, additional causes?

263. What effect on the growth of population in India would you assign to the enduring peace maintained within our borders, to the suppression of infanticide and widow-burning, to sanitary works and improvements, to the extension of vaccination, and to the strenuous endeavour to prevent the loss of a single life in periodically recurring famines?

264. Has the area under food-grains in your ^{province} ^{district} increased *pari passu* with the increase of population? Or has the food-producing capacity of the ^{province} ^{district} been increased by irrigation and improved methods of cultivation at a rate sufficient to meet the wants of the increasing population?

265. What importance do you assign to this growth of population in bringing about in ordinary years an increase in the price of food, and so rendering existence more difficult and precarious?

266. Have the wages of the labouring classes increased as rapidly as the prices of their food-stuffs?

267. Are increase of population and higher prices, unaccompanied by a corresponding rise in the wages of the working classes, indications of diminished stocks of food in the country? Would scarcity be likely to intensify more rapidly into actual famine under conditions of dearer food and a greater number of people earning low wages?

268. The immediate effects of irrigation works and improved methods of cultivation being assumed to increase the production of food for man and beast, what, in your opinion, would their more remote effects be? Would they, in a population of great fecundity and exercising no restraint on such fecundity, tend to cause the people again to multiply up to the limit beyond which the soil could not further support them?

269. How would you propose to obviate this tendency of the growth of population to press close upon the amount of food available for its support?

270. In England we know that the same problem has been solved by emigration to lands in need of population. Could the same solution be applied to India?

271. In England, unrestrained fecundity is confined mainly to the lower and more ignorant classes. The educated classes, with certain exceptions, exercise control and foresight with regard to the number of children they bring into the world. Is education, within a measurable period of time, likely to pervade the millions of India to such an extent as to lead them to practise similar control and prevision?

272. Irrigation, we assume, increases the productiveness of the soil; it is also acknowledged to be concerned in the generation of malaria in many extensive tracts of the country. Malaria, we have proof, lessens the fecundity of the people. Do these facts suggest to you the involuntary establishment of an equilibrium between the population and the food production of irrigated tracts? Would such equilibrium, brought about in the way which these facts suggest, be a result to be desired?

AS TO THE ORDINARY FOOD OF THE PEOPLE.

273. In the tracts liable to famine in your ^{province} ^{district}, which are the food-grains ordinarily used in their homes by well-to-do labourers and artisans? Please answer separately, if necessary, for town and country and for winter and summer.

274. How many meals do they eat in the day, and of what eatables and drinkables does each meal ordinarily consist?

275. If any of the ordinary food-grains happen to be unprocurable, what other grains do they sometimes substitute?

276. Of these occasional substitutes, which do the people consider most and which least palatable and digestible?

277. What do they say in objection to other grains which might probably be substituted, but which they practically never use?

278. What food-grains were used in poor-houses and kitchens, and at relief works under your observation during the recent famine?

279. How many meals a day did the people get in poor-houses and kitchens, and of what eatables and drinkables did each meal consist?

280. What sort of complaints were made as to the kind of food or plan of meals?

281. How does the diet given at famine relief poor-houses and kitchens compare with the authorized scale of prison diet?

AS TO FOOD-STOCK AND PRICES.

282. Was the great rise in prices of the common food-grains, which occurred in September to November 1896, and was more or less maintained for the next twelve months, in your opinion a reasonable rise? That is to say, was it fairly proportionate to the failure of harvests, lowness of local stocks, and cost of replenishing them? If you think the rise was more than reasonable, to what do you attribute it?

282A. In market towns which came under your observation, was it possible to identify the persons who fixed the bazaar or current rates of food-grains declared from time to time? How far were these current rates strictly followed by the local retail traders?

283. Do you think that the depreciation of the rupee in relation to gold which has been going on has any effect in the direction of making prices of food-grains jump up quicker and higher than formerly when crop failures occur? Has there been a permanent rise in the average price of food-grains in India within the last twenty years? Has the rise been greater in respect of some kinds of grain than of others?

283A. What was the difference in prices prevailing in the distressed area under your observation, and in prices in neighbouring districts where the crops had not failed to such extent as to make relief necessary? Did the difference appear natural and reasonable in degree?

284. What material fluctuations of prices of grain occurred in the 12 months after 1st November 1896 in the distressed area under your observation? To what did they seem due, and was the trade sensitive? That is, did grain flow in quickly and freely in response to each rise of price from accessible markets where prices were lower? If not, state what in your opinion were the reasons or obstacles which impeded the activity of trade?

285. In the distressed districts under your observation, could the towns-people and villagers, who had money but no private stocks of their own, at all times buy their customary food-grains and condiments at the rates quoted in the nearest grain marts, or had they sometimes to pay much higher?

286. Were the people in receipt of relief in the shape of cash at works or in the village, always able to buy grain at the rates supposed to be current?

287. Were food-grains of the common kinds exported from distressed tracts under your observation while the high prices prevailed? If so, was this due to still higher prices elsewhere, or to want of capital for large purchases in distressed tracts or some other reason?

288. Were fortunes made in the grain trade during the high prices? If so, by what classes and by what sort of trade or speculation? Was it genuine buying to put on the market, or of the nature of time bargain or speculation for a rise?

289. Were the grain pits or godowns of the grain dealers for the most part opened and largely depleted at the close of the distress, or were many unopened and most but little depleted?

290. In distressed tracts under your observation had any of the cultivators and land-owners what may be considered surplus private stocks of food-grain? If so, did they generally sell such surplus or hold up all they had from panic or other reasons?

291. While the high prices prevailed, did those cultivators, who had grain to sell to dealers, get prices as proportionately higher than usual as those the grain-dealers were selling at?

292. Were the wholesale dealings between grain-dealers at prices as near to retail prices as they usually are?

293. To what extent has the habit of storing food-grains in pits or other receptacles diminished among the grain dealers, landholders and cultivators of the tracts producing large crops of the common grains? What are the reasons for such diminution?

294. In such tracts have the railways and roads extended into them had the effect of stimulating the export of the annual surplus production to sea-ports, and to rich districts where more valuable crops are produced? When crops fail and prices go up in such tracts, is private trade ready to import freely into them?

295. To what extent were proprietors of land, State raiyats and under-tenants among the classes which asked for and got relief?

296. To what classes did the mass of persons relieved belong?

297. To what was the inability of the distressed people to buy grain at the high prices principally due? Did non-agricultural employment of labour fall off as much as agricultural employment?

298. Did wages of any class of labourers, artisans, or servants go up in any degree in consequence of the rise of prices? If not, why not?

299. Has competition of foreign goods or of goods produced by Indian Mills seriously reduced the purchasing power of any class of artisans or labourers in the tracts under your observation?

300. Can you compare recent with former famines, and say whether the different classes of people seemed this time to have more or less power of resisting destitution?

301. Do you observe any change in their attitude of reluctance to go to poor-houses or to relief-works?

302. Did they sell jewelry, brass pots, and cattle, as much as formerly? Did fall in value of silver jewelry make them reluctant to sell it?

303. What action, if any, was taken by officers of Government in the affected area under your observation to encourage importation of food-grains, or otherwise stimulate the activity of private trade? What was the result for good or bad of such action?

303A. What action was taken, if any, in any locality under your observation to supplement or stimulate activity of local grain-dealers in importing food-grain? What was the result?

304. Suppose that instead of relying entirely upon the action of private trade and the Indian market, the Government had resolved to import grain from abroad to a notified amount and for a strictly limited purpose, that is, for use at a large number of its poor-houses, kitchens, and relief works: suppose also that Government so imported either directly or through contractors, and adopted all possible pre-

cautions against obstructing the movements of private trade: what effect in your opinion would such action have had (1) on the cost of relief to the State; (2) on the prices of food-grains in the bazars or open markets; (3) on the activity of private trade?

305. In the districts under your observation had you ever good reason to believe in the existence of local rings of grain-dealers formed to keep up prices of food-grains above the rates naturally resulting from the law of supply and demand? If so, how far did such rings succeed in their purpose, and for how long?

If you think such rings can be successfully formed at the present day in India, can you suggest any legitimate method of breaking them, which would in your opinion have the desired effect, and be on the whole distinctly advantageous?

REGARDING THE GRAIN TRADE.*

306. How far and in what ways was the export by sea of the various food-grains affected by the famine and scarcity?

307. How far and in what ways was the export by sea of other commodities affected?

308. How far and in what ways was the import by sea—(1) of food-grains, (2) of other commodities affected?

309. Is there any evidence that a permanent rise in the price of food-grains in India has taken place of late years?

310. If such a rise has occurred, do you think that it is in any way connected with the fall in the Indian exchange?

311. Is the export of food-grains from India in a series of years on such a scale as to materially affect the ability of the country to feed the population, or to materially reduce the reserve stocks held at a particular point of time in the country?

312. In ordinary years is the import of food-grains by sea, for consumption in the port-town and for distribution into the interior, large?

313. Is this trade in the hands of European or native firms?

314. What grains are chiefly imported and from what foreign ports?

315. When prices of food-grains rose rapidly at the end of 1896, were the stocks of rice and other food-grains large in the port?

316. So far as the information went, were food stocks large in the interior of the country, or in any particular province? What was the general impression as to the extent to which these stocks would prove sufficient for the food-requirements of the country without importation from abroad, and would be placed on the market, or held up?

317. Did the high prices reached at the end of 1896 lead to much speculative dealings in grain?

318. Were these high prices maintained? Were they followed by an active import of grain from foreign ports?

319. Did the price of rice in Burma and of wheat and maize in Europe and America rise in consequence of apprehension of diminished food exports from, or of an anticipated demand on account of, India?

320. Were shipments of grain made from American or European ports to India? If they were only on small scale, what was the cause?

321. Was there a sufficient margin at the end of 1896 between the prices of wheat or maize in India and the prices of these grains in Europe and America to make import into India profitable?

322. If such a margin existed, but grain was not imported, what were the obstacles in the way of the establishment of the trade?

323. In ordinary years what quantity of rice does Burma export to India and other countries? Please give figures showing the distribution.

324. From November 1896 to October 1897 what quantity of Burma rice was imported into this port?

325. Were these imports mainly for despatch to the interior?

326. Were the firms on whose account these Burma imports were made chiefly European or native firms?

327. Were these imports made on the order of up-country grain-dealers for Burma rice, or by Calcutta firms at their

*NOTE.—These questions are intended for witnesses put forward by the Chambers of Commerce, and for experts specially invited by the Commission to give evidence.

own risk in anticipation of the demand of up-country dealers?

328. Was any difficulty at first experienced in getting up-country grain-dealers to take Burma rice, and did stocks in consequence tend to accumulate and the price to fall in the port.

329. Was there always a profitable margin between rice prices in Burma and here to admit of continuous import here?

330. It has been stated that in the event of India requiring large imports of grain from America or Europe, European firms at the ports would find more difficulty in engaging in such import trade than in the case of the grain-export trade; that is to say, the reversal of the ordinary process of trade would be accompanied by special risks and difficulties. Is this so?

331. The largest export houses have, it is believed, many up-country agents in the interior who place contracts for purchase of grain for export with native grain-dealers. In the event of India requiring to import grain, could not contracts for sales of grain be placed with up-country dealers by the same agency?

332. Would the ordinary course of trade be for the European importing house to deal with the native firms in the port, and for those firms to place the grain in the up-country markets? Would the European houses import at their own risk, or only in fulfilment of contracts with native firms?

333. Within how many days could 20,000 or 30,000 tons of wheat or maize be landed in India from Europe or America after a contract had been placed in this port?

334. In that interval prices in India might have so fallen as to prevent the importer from making the profit he had anticipated?

335. Is this contingency one of the causes which might prevent grain from being imported from distant countries to India, in spite of prices being so high for the time being in India as to hold out expectations of considerable profit?

336. Might there be a serious panic in the Indian grain markets, resulting in dealers refusing to sell or extremely high prices being asked, without its leading to imports from abroad being arranged for?

337. Do you think that the offer of a bounty on each ton imported, or the direct purchase by Government of grain for feeding the poor on relief works, would have eased the market? To what extent would any such measure have discouraged private trade?

338. What would have been the effect in the grain markets of foreign countries of intelligence that the Indian Government was purchasing, or encouraging the importation of grain? Was the want of activity in the grain import trade from America or Europe in any way due to the dearness of money in India in the winter of 1896-97, and to difficulty in obtaining accommodation? If so, could Government with advantage have stimulated import by loans or contracts?

339. The relief workers were paid a cash wage sufficient to enable them to buy a stated quantity of food, the wage varying week by week with the local grain-prices. If Indian food-prices throughout the famine were lower than the price at which grain could be laid down in India from Europe or America, might not importation by Government of food for some of the relief works have made those particular relief operations costlier than they have actually been?

340. Would this disadvantage have been compensated by a lowering of prices in India, owing to which other relief works would have been less costly, and the public would have been enabled to buy food at lower rates?

341. If we may suppose that prices would have fallen in consequence of the Government undertaking to import from abroad to feed the relief workers, would this have caused less rice from Burma to have been imported?

342. What reductions were made in railway rates on grain from the sea-board to the interior, and had such reductions an effect on trade?

343. Can you think of any possible combination of circumstances under which it would be advisable for the Indian Government to import foreign grain itself for its relief purposes, or to stimulate such import by the trade by loans, contracts, or bounties?

344. Was there ever a time during the recent famine when Government might, in your opinion, have tried such measures with advantage?

345. Can you conceive of any case in which prohibition of exports would in your opinion be of advantage?

